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ABSTRACT

A field study by Greenleigh Associates of the state and local adult basic education (ABE) program in Maryland found in part that: (1) 3% of educationally disadvantaged groups participated in ABE and less than 1% achieved an 8th grade level education through ABE; (2) inconsistencies were noted at the state level between actual operational procedures and stated policy of the State Department of Education; (3) the Adult Education Unit of the Department of Education was grossly understaffed; (4) of the money allocated for the program in FY 1969, the Federal share was 84%, the local share 15% and the state share was 1%, (the latter covered only the state office operation); (5) mechanisms for adult basic education policy decision making were unclear to a number of persons at all levels making innovation difficult; and (6) adult basic education programs at the local level vary widely due to inadequate planning, an absence of commitment and lack of direction from the State Department of Education. Twenty specific recommendations are made to rectify weaknesses of the program. (DM)

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ADULT BASIC EDUCATION IN MARYLAND

An Analysis of ABE Program Efforts on the State and Local Levels



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**An Analysis of ABE Program Efforts
on the State and Local Levels**

April 1970

Greenleigh Associates, Inc.

New York Chicago San Francisco Washington



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Dr. James A. Sensenbaugh
State Superintendent of Schools
Maryland State Department of Education
301 West Preston Street
Baltimore, Maryland 21201

Dear Dr. Sensenbaugh:

We are pleased to submit this final report on a study of selected Adult Basic Education programs in Maryland.

The study was conducted under contract with the Maryland State Department of Education and was begun in October, 1969. Three months was spent in intensive field work including observation of 85 ABE classes in 17 local school systems across the State. In addition to classroom observation, data was obtained from interviews with 51 ABE teachers, numerous local supervisors and program directors, and staff members of the State Department of Education.

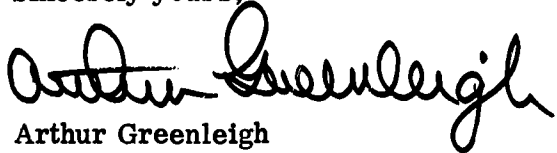
The study describes the overall adult basic education effort in Maryland on the State and local levels, focusing on the organization and structure of programs, personnel, funding procedures, policy making, supervision, instructional activities, and training.

While the study's findings indicate a need to improve many aspects of the adult basic education effort in Maryland, the study team was deeply impressed by the degree of commitment to improving the program on the part of many key educators on both the State and local levels.

We are confident that this report will be useful to the Department in upgrading the current level of effort. The final beneficiaries of this intensified effort will be the educationally disadvantaged population in the State.

We are grateful to all those who cooperated in this project on all levels and especially to teachers and program administrators who were generous in giving of their time. We look forward to a continuing relationship with your staff in providing technical assistance and consultative services in the implementation of the recommendations outlined in this report.

Sincerely yours,

A handwritten signature in black ink, appearing to read 'Arthur Greenleigh', written in a cursive style.

Arthur Greenleigh
President

AG/sf

ACKNOWLEDGEMENTS

It is not possible to extend individual recognition to everyone who played a role in this study, but we do wish to express our appreciation to those members of the State Department of Education who gave of their time in providing helpful background information for this study, the superintendents of schools from the local systems who cooperated in the visitation phase of the study, and the many supervisors and teachers who graciously consented to be interviewed and to have their classes observed.

We wish to thank the following Department staff members who played important roles in the study:

Dr. Carl N. Schroeder, Director, Office of Field Services,
who was Project Coordinator for the Department of
Education

Mrs. Thelma M. Cornish, Specialist in Adult Basic Education,
who was a Project Monitor for the Department of Education

Dr. Melvin L. Self, Consultant in Special Projects, who was
a Project Monitor for the Department of Education

Wellington Ross, Specialist in Adult Basic Education

Those members of Greenleigh Associates, who played major roles in the planning, conduct, or analysis of the study, are listed as follows:

Harry Van Houten, Senior Associate and Project Director

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Hope Dipko, Field Analyst
Robert Gallagher, Field Analyst

Headquarters Staff

Irving A. Naiman, Senior Associate, who assisted in the design
of the study instruments and interpretation of the data

Jules Pagano, former Vice President, who had a major role in
preparing the study design

**Mary Ellen Goodman, Editor, who assisted in the preparation
of the final report**

**Mark E. Durell, Research Assistant, who assisted in the
preparation of statistical data**

To all of these we express deepest appreciation.

**Hazel S. McCalley, Ph.D.
Senior Vice President and
Officer in Charge**

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I. INTRODUCTION

A. Purpose

This report on Adult Basic Education (ABE) in Maryland was prepared by Greenleigh Associates under contract with the Maryland State Department of Education (DOE). It is based on three months of intensive field work which included numerous discussions with staff members of the Department and visits to selected communities throughout the State. The report includes a description of state-level activities and local programs, an assessment of strengths and weaknesses, and a summary of findings and recommendations.

The purpose of the study is to evaluate all components of the Maryland ABE program and to assess their effectiveness in providing a meaningful experience suited to the needs of the undereducated adult population.

B. Method

1. Phase I - Planning and Development

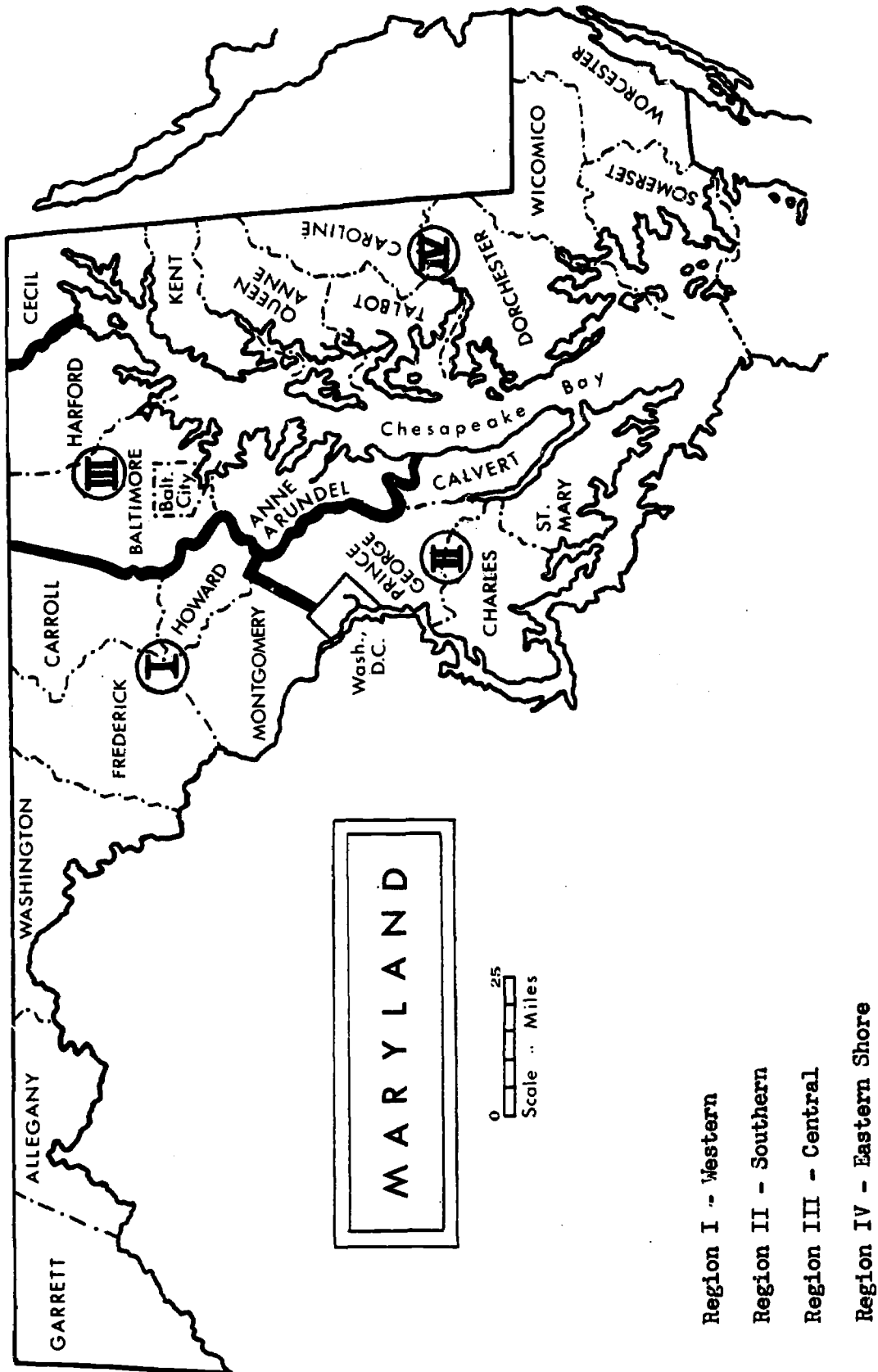
The study staff had several preliminary meetings with members of the DOE to determine study objectives. Local school systems to be visited were selected and data retrieval instruments and interview guidelines were prepared.

Initial research on the State level included gathering of data relevant to ABE, and interviews with staff of the State ABE, the Bureau of Educational Programs, and the Bureau of Administrative Services. The study team also examined program operations, recordkeeping, and funding, at the State level to evaluate overall effectiveness in terms of national, state, and local objectives. Approximately three weeks were devoted to this phase of the study.

2. Phase II - Field Work

The study team spent two months conducting in-depth observations and interviews in 17 of the 24 local school systems in Maryland. In determining the systems and sites for observation, the DOE staff and the study team made an effort to select a representative sample of urban and rural programs which would reflect the geographical differences across the State. Programs in most of these systems were visited

MAP 1



twice, with visits scheduled approximately one month apart. It was necessary to vary the schedule for some systems due to weather conditions, late opening dates, early closing dates, or poor attendance around the Christmas holidays.

A total of 85 classroom observations were made at the 23 sites within the 17 systems that had been selected for in-depth study. Fifty-one teachers, representing 17 percent of the total number of teachers involved in Maryland ABE programs last year, were interviewed. For each of the four regions identified on Map 1, Western, Southern, Central, and Eastern Shore, the number of systems visited, teachers interviewed, and classrooms observed are indicated on Table 1.

Table 1
Number of Systems Visited, Teachers Interviewed, and
Classrooms Observed, by Region

Region	Systems Visited	Teachers Interviewed	Classroom Observations
Total	17	51	85
I-Western	4	12	15
II-Southern	4	13	23
III-Central	4	17	31
IV-Eastern Shore	5	9	16

A site visitation guideline, teacher interview schedule, and classroom observation schedule were prepared for this phase.

a. Site Visitation Guideline

The Site Visitation Guideline was designed to provide a framework for a narrative overview of each local school system visited. Questions in the guideline were directed to the person who was responsible for the ABE program on the local level and covered the following areas:

1) Structure

Questions sought to ascertain the structure and organization of the local program and by whom it was determined. The roles and relationships of the Board of Education, Superintendent of Schools, and the local supervisor in relation to the ABE program were examined as was the relationship of the local program to the State ABE office and to other local community organizations and agencies. The operation of the local ABE Advisory Committee, if any, was reviewed.

2) Funding

The central questions on funding concerned the amount of local funds available for ABE, who determined the amount, and whether any attempt was being made to increase the local contribution.

3) Personnel

The study team was interested in knowing how many persons had administrative responsibilities in the local program. The number of teachers, guidance personnel, and volunteers was also noted.

4) Program

Questions on program were related to the size of the local program as reflected in the number of classes and hours of instruction per week. Information was also sought on grouping by levels of ability and whether there was any provision for upgrading and for movement from one class to another. The curriculum, who determined what was taught, and the types of ABE materials available were important questions. The study team looked for evidence of a testing program for student placement and evaluation and whether any test scores were available. Finally, each supervisor was questioned on whether he provided any counseling, placement, recruitment, and follow-up activities.

5) Students

The study team sought to determine not only the number of students in the local program and their records of attendance but whether demographic data on them was available. Similar data on program dropouts were sought.

6) Sites

Questions were asked about the number and types of sites used and their accessibility to the target population. Quality of sites with regard to such features as lighting, ventilation, heating, facilities for adults, social setting, etc., were observed.

b. Teacher Interview Schedule

The Teacher Interview Schedule was designed to obtain information in several demographic and professional areas. Basic data such as age, sex, ethnicity, place of birth, and residence were obtained as well as

education, professional training, and employment history. Also investigated were the instructors' background in ABE in terms of teaching experience and pre- and inservice training. The teachers' judgment of suitable curriculum and materials, and of the quality of supervision and administration of the program, was sought. Questions were raised with respect to the instructors' perceptions of program objectives, strengths, and weaknesses.

c. Class Observation Schedule

The Class Observation Schedule provided information on which to base an assessment of teacher performance in the classroom and of teacher-student interaction. It was aimed at determining whether the teacher had created a positive experience related to the interests, needs, and relative abilities of the students. This schedule dealt with a composite of teacher practices universally recognized as attributes necessary to produce meaningful instruction. These include instructional techniques, classroom structure, student participation, evidence of planning and preparation, use of materials, skills in instruction, and evidence of creative and innovative methods. Observer judgment was reinforced by an overall description of the lessons and an estimate of their effectiveness.

3. Phase III - Data Analysis and Report Preparation

The study team next reviewed the more than 300 interview and observation reports which had been gathered during the field work phase along with numerous memoranda from the local systems. The findings and recommendations of this report represent conclusions drawn from all these data and from the personal observations of the study team.

II. SUMMARY OF FINDINGS AND RECOMMENDATIONS

This chapter presents a summary of the major findings of this study. A series of recommendations based on an analysis of these findings is included. While the majority of these recommendations are presented for earliest implementation, a number of them will require a longer period and these have been noted.

Using 1960 census data as the most consistently reliable data available, it is estimated that 479,240 persons over 18 years of age, who have less than an eighth-grade education, reside in Maryland. This represents 25 percent of the total over-18 population in the State. Between 1966 and 1969, 14,148 persons, or 3 percent of this educationally disadvantaged group, participated in ABE programs with 2,877, or less than 1 percent, achieving an eighth-grade-level education through ABE. The literacy problem is most severe in the City of Baltimore, where 40 percent of the State total of over-25-year-old persons with less than an eighth-grade education reside. Almost half of the people in Maryland who have never attended school reside in Baltimore. The current effort, in which almost all available funds are being used, is only beginning to meet the needs of persons who desperately require educational upgrading if they are to become self-sufficient productive members of society.

1. Recommendation

The DOE should take immediate steps to expand ABE programs across the State. This will involve intensified efforts to make members of the State Legislature more aware of the severity of the problem of illiteracy statewide and particularly in urban centers. The DOE must also increase its campaign to encourage public understanding and support of ABE so that commitments to raising the level of program effort will be accompanied by commitments to raising the level of funding from all sources.

*

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A number of inconsistencies were noted at the State level between actual operating procedures and relationships and the stated policies of the DOE and of the State plan for ABE programs. The State plan, although currently under study, has not been updated since its adoption in 1967. The new DOE plan of organization, adopted in 1969, makes no reference to supervisors of adult basic education or adult general education and there is no indication of lines of authority within the Adult Education Unit. Similarly, the job descriptions for ABE personnel contain no clear-cut statement with regard to authority

and they also delineate such a wide range of responsibilities, giving little indication of priority, that they cannot serve as working guidelines for the persons involved. The inadequacies of the State plan, the DOE plan of organization, and the job descriptions for ABE personnel are interrelated and should be viewed as a single problem reflective of the low status, low priority position of ABE in the total structure of the DOE.

2. Recommendation

The Associate State Superintendent for Educational Programs, along with other high-level administrative personnel, should take immediate action to upgrade ABE in the DOE. This should give ABE the status and visibility it deserves and must have in the total educational structure.

3. Recommendation

A new Division of Adult and Continuing Education should be created within the Bureau of Educational Programs. This division should encompass the activities now being carried out in the areas of adult basic education, adult general education, high school equivalency and GED preparation, and all aspects of postsecondary education, except programs related to technical or industrial education. It is also suggested that this new division be provided with capability for program development, curriculum development, and needed research. This recommendation probably cannot become operational prior to September 1971.

4. Recommendation

Updating and revisions of the State plan should be completed at the earliest possible date. The State plan should not be viewed as an inflexible guideline but rather as a dynamic instrument subject to continual review and amendment to reflect changing program priorities and the needs of the persons served by those programs. Particular attention should be paid to the section of the plan dealing with personnel.

5. Recommendation

The Adult Education Unit portion of the DOE plan of organization should be adjusted as soon as possible to recognize those persons currently responsible for supervision and direction of ABE programs. Further adjustment may be necessary in the future in relation to recommendation number three.

6. Recommendation

The job descriptions of the current ABE personnel should be reviewed and restated at the earliest possible date. These descriptions should outline reasonable work loads and should delineate the relationships among the members of the Adult Education Unit. The restatement of these jobs should be related to action taken on recommendation number two and may require further amendment depending on action taken or other recommendations in this report.

* * *

Only two professional staff members are assigned to ABE in the Adult Education Unit of the DOE. A review of the operation of the State ABE office and the multitude of tasks for which the current staff is responsible indicates that the Adult Education Unit is grossly understaffed.

7. Recommendation

It is recommended that two additional staff members be added to the Adult Education Unit and be assigned ABE responsibilities.

* * *

ABE programs in Maryland are supported by Federal, State, and local funds. In fiscal year 1969, approximately \$705,000 was expended for ABE purposes with the Federal share amounting to 84 percent, the State share, 1 percent, and the local share, 15 percent. While statutory requirements call for non-Federal contributions of at least 10 percent, and the State and local combined contribution came to 16 percent, it was the local districts which provided almost all of this contribution. The State contribution in fiscal 1969 covered only the State ABE office operation, no State funds were used for local instructional programs in ABE.

8. Recommendation

The State Legislature should assume a more active role and provide for a larger share of the cost of ABE programs. It is further recommended that a share of any additional funds made available to the DOE for ABE purposes be used for local instructional ABE programs.

* * *

In comparing the distribution of the Federal ABE allocation to local districts in Maryland in fiscal year 1969 with the percent of functionally illiterate persons residing in districts across the State, a number of inconsistencies have appeared. Study data indicate that in Montgomery County a disproportionately larger amount of Federal money was expended in 1969 in terms of percentage of the statewide number of illiterate persons residing in Montgomery. While approximately 3 percent of the illiterate persons reside in Montgomery, approximately 13 percent of the expenditure of Federal ABE monies for local programs was spent in that county last year.

In Baltimore City, the situation is reversed. There a disproportionately smaller amount of Federal ABE monies was spent last year in terms of the severity of its illiteracy problem. While approximately 40 percent of the statewide total of illiterate persons reside in Baltimore, only 35 percent of the State expenditure of Federal ABE monies was used in that City last year for ABE programs.

9. Recommendation

A more equitable formula for allocating Federal ABE monies to local districts should be devised. Ideally, factors to be considered in such a formula would include: the severity of the illiteracy problem in the local district as compared to the total State problem; the willingness of the local system to finance ABE and its ability to provide funds in terms of community affluence, i. e. , property valuation, industrial and commercial valuation, per capita income, etc; the local level of effort as expressed in the number and frequency of classes, hours of instruction, potential student enrollment, etc. ; the quality of the local ABE effort in terms of retention, rate, number of students completing eighth-grade level, reading and other achievement gains, job placement and retention, etc.

Until the DOE develops adequate reporting systems, discussed in other recommendations, many of the factors listed above cannot be part of a new formula which would provide incentives for local efforts. However, at this time, most of the Federal funds should be allocated in proportion to the percentage of the statewide number of functionally illiterate persons residing in each of the districts, with a small part used on an incentive basis at the discretion of the DOE. This should apply to fiscal 1971 allocations. The other factors listed could not be included in a new incentive formula before 1972.

It is not the intent of this recommendation to state the exact percentages of monies to be allocated for instructional programs and incentive programs. This is a matter which should be resolved as quickly as possible by a committee of persons representing both State DOE and local level ABE administration.

A caution in regard to allocating monies in proportion to local need must be noted. Strict adherence to using percentages of illiterates residing in local districts as a guide to local allocation would have a devastating effect on Montgomery County. It is therefore suggested that, for fiscal 1971, no local district allocation be reduced more than 10 percent from its 1970 appropriation.

* * *

The tardiness of the Federal government in appropriating state ABE funds so that the exact amount of support for local programs is not known until the third or fourth quarter of the fiscal year has discouraged planning for expansion of local efforts.

10. Recommendation

The DOE should seek the cooperation of professional adult education organizations on State and national levels to encourage the Federal government to establish fiscal procedures which would cover several years of program operation thus permitting long-range planning for local programs.

* * *

Mechanisms for arriving at decisions on ABE policy matters were unclear to a number of persons interviewed on both the State and local levels. The resulting confusion serves to discourage presentation and adoption of new and innovative ideas.

11. Recommendation

The DOE should establish a formal policy-making system for the development of ABE criteria and program which will maximize the participation of State and local staff members. Representatives from the State Advisory Committee on Adult and Continuing Education and local

advisory committees should be included in such a system as a step toward community participation in developing ABE policies. These representatives should reflect local community concerns and needs and suggest changes in policies to meet those needs.

* * *

Advisory committees serve important functions on both the State and local levels. The State Advisory Committee on Adult and Continuing Education has demonstrated its commitment to adults in need of basic education and has made recommendations which have been helpful to the overall ABE effort. However, the make-up of the State committee is at variance with the State plan in its paucity of representatives from State agencies although there is an obvious need to improve interagency relationships concerning ABE.

On the local level, there were no advisory committees in 5 districts, and in 7 of the other 12 districts visited, there were only "paper committees." Where meaningful committees have been established there has been a positive impact, especially on recruitment activities. Advisory committees, on both the State and local levels are mandated by the State plan.

12. Recommendation

It is recommended that the DOE include more State agency representatives on the State Advisory Committee for Adult and Continuing Education. In addition, steps should be taken to insure that a meaningful local advisory committee is established in each of the local systems. It should be noted that these local advisory committees should be involved not only in recruitment but in program development including content emphasis, materials selection, staffing, and site selection.

* * *

Observation of ABE programs in 17 different local school systems across the State revealed a wide variation in program operations. Although some variations, reflecting differing local needs and administrative initiative, should be encouraged, the study team felt that most of the differences were the result of inadequate planning, an absence of commitment, and the lack of direction from the DOE with regard to general program operation.

Aside from the few exemplary classes, areas of deficiency in ABE observed in a number of districts include lack of definition of: roles of personnel attached to the local program--administrator, supervisor, teachers, counselors, and paraprofessional aides; local-state relationships; and advisory committee functions. In addition, there was no uniform standard of program structure, i. e., frequency of classes, number of hours of instruction, ability grouping of students, etc.; course content; materials; testing; recruitment; counseling; and follow-up.

13. Recommendation

The DOE should bring together an appropriate group of professionals from both the State and local levels who have an understanding of and commitment to ABE, for the purpose of developing State guidelines for those phases of the ABE program noted above, as well as others discussed elsewhere in this report. These guidelines should strive to provide minimum standards and definitions which will guide local administrators in providing a quality program for educationally disadvantaged adults, but should be flexible enough to allow for local initiative.

For example, not all programs can operate on the same time schedule across the State, but minimally all programs should offer at least four hours of instruction weekly on two different days of the week. Ideally, evening programs should offer six to eight hours of instruction per week. A total program during a school year should plan for a minimum of 100 hours of instruction.

New adult-oriented materials should be commonplace in every classroom with teachers prepared to use them.

* * *

The mastery of any specific skill is dependent upon a set of positive sequential cumulative experiences. These experiences should follow a well-planned and structured order. Yet, the DOE has no suggested ABE curriculum and in only three local systems was there any attempt made to provide for a course outline.

14. Recommendation

The DOE should create a working committee, including State and local personnel with particular expertise in ABE and in curriculum development to prepare curriculum guidelines for ABE.

These guidelines should delineate for each of the three levels--primary, intermediate, and advanced--of ABE students, the areas for instruction and discussion in the priority content areas of communication and computation. They should also contain guidelines on the subjects outlined in the State plan such as personal, social, and civic experiences including health practices, human relations, home and family living, consumer knowledge, and citizenship.

* * *

Current data-gathering and reporting practices from the local district to the State are inadequate. While they provide figures for Federal reports, little data are available on the State level which could be used to compare and evaluate local efforts or to assist in the development of new and expanded programs. In addition it appears that much of what is reported by the local districts is merely estimated. This problem stems in part from uncertainty on the part of local administrators in regard to definitions of terms used on reporting forms, and also from structural differences in local programs which make it difficult or impossible to complete the reporting forms currently in use.

15. Recommendation

ABE personnel within the DOE should develop a statement of the data requirements of the State office and at the same time, they should develop a retrieval system which would permit the DOE to analyze the data in terms of program evaluation and development.

First, a clear statement of definitions used in new reporting forms is essential. Next as essential to cost-benefit analysis, a uniform method of determining student membership hours must be agreed upon. A simple reporting of student participation gives no weighting factor for students who attend 4, 6, or even 20 hours of class per week as against those who enroll and rarely or never attend. Data from a statewide pre- and posttesting program, which is the subject of another recommendation, should also be required so that academic gains can be assessed.

The current practice of reporting demographic information on students, including sex, age, and race should be continued. Additional information on marital status, size of family, income level, educational background, and employment history

should also be considered. Information on local ABE personnel, including educational preparation, experience, and ABE training should be collected to round out the total picture of ABE across the State.

A new member of the Adult Education Unit should be responsible for analyzing these data. This analysis will provide an important basis for policy changes and program development.

While it is anticipated that some aspects of this recommendation can be implemented quickly, analysis of data relating to student membership and cost-benefit will not have impact until fiscal year 1972.

* * *

DOE staff members do not currently follow a rigid visitation schedule nor are they able to make more than a single visit to many counties during the year. For the most part, visits are made at the request of the local system, with little evidence of formal reports or follow-up activity. Although the State ABE staff has the responsibility for providing a broad range of technical assistance to local programs, the present level of staffing makes this task impossible.

16. Recommendation

It is recommended that the DOE develop guidelines regarding the supervisory and monitoring roles of State ABE personnel. The nature of the technical assistance which should be provided by the State, how it should be initiated, and the scope of follow-up activity should be carefully delineated. The use of State or university personnel, individual experts, and new ABE personnel as part of monitoring teams should be examined. Systems of self-evaluation, including the use of teacher questionnaires, should also be investigated.

* * *

The DOE has sponsored at least two workshops each year since the initiation of ABE programs in 1965. These workshops have been designed to give supervisors an opportunity to discuss and compare programs, review operational problems, and keep abreast of new developments in instructional materials. Although there has been broad participation in these workshops by local supervisors and teachers, it is the judgment of the study team that these sessions have had little impact on local programs. Another problem is the

assumption that State workshops have a carryover effect to the local level, that is, that supervisors exposed to certain concepts in workshop sessions then design local training programs so that their teachers can benefit from the State workshop experience. There has been no demonstration of this effect.

On the local level, 37 of 85 teachers interviewed indicated that they had not received any preservice training, and 33 teachers indicated that they had not received any inservice training during their tenure as ABE instructors. Although there are some meaningful training programs the majority were judged to be inadequate by both teachers and the study team.

Despite deficiencies in training programs, it was noted that students perceived most of their classroom experiences as positive. Most teachers appeared to have excellent rapport with students, and exhibited understanding, patience, and pedagogical competence.

17. Recommendation

ABE training efforts at all levels need to be upgraded. This training should not be fragmented into training for supervisors, training for new teachers, training for experienced teachers, training for counselors, etc. All of these training needs are interrelated and should be part of a complete training package to be developed by the DOE and then coordinated at both the State and local levels.

It is suggested that the training program be initiated with a six-week summer institute to be held at a central location in Maryland for all personnel at all levels involved in ABE. This institute, which would be the major training effort each year, could involve different levels of people for different periods of time depending on their responsibilities and experience. The institute could focus on the specific needs of supervisors, teachers, and counselors in separate seminar sessions and then bring all three groups together in integrated sessions where applicable.

The involvement of university personnel and facilities and the offering of college-level credit for participants should be encouraged.

The summer institute should be followed by a series of organized local inservice experiences related to the summer institute but emphasizing local problems and need.

The implementation of this recommendation could not be realized before the summer of 1971 and planning should proceed as quickly as possible. In the interim, DOE should give maximum assistance to local districts in planning their own preservice and inservice programs.

* * *

The lack of adequate local supervision is a serious problem facing the total ABE effort. Local supervision appears to be mostly administrative in nature. Few teachers indicated that they received any meaningful assistance from supervisors on questions of lesson presentation, student learning problems, or on the use of new materials. Postvisit conferences rarely involved any assessment of teacher strengths or weaknesses in the classroom. The practice of the study team of observing a complete lesson surprised many teachers who indicated that they did not receive that kind of attention from their own supervisors.

18. Recommendation

The role and responsibilities of local supervisors needs careful assessment and restatement for inclusion in the State guidelines. Each local district should have an ABE supervisor whose main responsibility should be to observe classes and take steps to insure that a quality program is maintained. In those areas where the supervisor must also assume administrative functions, the administrative burden should not be so great as to eliminate the supervisory role.

* * *

The use of television and the awareness of its potential for upgrading instruction is one of the more promising developments in the Maryland ABE picture. The 10-year history of the "Learning to Read" series in Baltimore, and the development of the Maryland Center for Public Broadcasting, has given Maryland a unique opportunity in developing experience and facilities for using television in ABE.

Planning for the future uses of television by DOE personnel has already begun and demonstrates the kind of in-house and interagency cooperation which should be encouraged throughout the ABE effort.

19. Recommendation

The current cooperative effort in developing television as an aid to upgrading and expanding ABE programs should be continued and intensified. Instructional television should also be used as an inservice training tool which would include demonstration lessons, discussions by adult education experts, etc. The development of "springboard" lessons to be integrated into local district ABE programs should be explored.

It is also recommended that the "Learning to Read" series, which has statewide impact, should be funded and administered as a special project of the DOE.

* * *

Many aspects of the ABE effort are frustrated by geography, the uneven distribution of population, county boundaries, and the urban-rural characteristics of the State. Program development, particularly in sparsely populated counties, is severely limited.

20. Recommendation

It is recommended that the DOE develop a pilot program which would combine the ABE efforts of several rural counties for the purposes of improving their administrative, supervisory, and training functions. The State should seek special project funding for this experimental program from the Office of Education.

In such a regionalized ABE program an ABE resource center should be established in a city centrally located within the ABE region. This center would serve as the regional ABE office and would have space and facilities for displaying sample materials, conducting training sessions, maintaining a resource library, etc. Administratively, it is anticipated that regional activities would be coordinated by a full-time regional ABE director who would have a number of full-time supervisors assigned to him to observe and evaluate local classes on a regular rotating visitation schedule. While the development of ABE regions may be complicated in terms of local intercounty cooperation, the implementation of this recommendation would pay valuable dividends in upgrading the quality of existing programs, providing for greater accountability, and obtaining the maximum return of monies currently being expended.

Possible combinations of counties into regions, include: Garrett, Allegany, and Washington as a western tri-county region; Charles, Calvert, and St. Mary as a southern tri-county region; Kent, Queen Anne, Talbot, and Caroline as an upper Eastern Shore region; and Dorchester, Wicomico, Somerset, and Worcester as a lower Eastern Shore region.

III. DESCRIPTION AND ANALYSIS OF ABE EFFORT

In describing and analyzing the ABE effort on the local and state levels, reference to specific county or city programs have been avoided since it was not the purpose of this study to evaluate individual programs. Thus, the comments in this report reflect a composite reaction to programs visited across the State.

A. The Educationally Disadvantaged Population

A great deal of confusion exists over the identification of persons who are seriously handicapped by their inability to read and communicate effectively. The United States Bureau of the Census defines illiteracy as a condition of "not being able to read a simple message in English or any other language." Because of the complexity of modern social and economic life, this term is of limited value. More recent references use the term "functionally illiterate," which has been related to educational attainment and is measured by the number of years of schooling completed, usually seven, which means that the student so classified is below the eighth-grade level.

The problem with attempts to identify the target population is that there is inadequate data available on the crucial question regarding the educational level at which people are functioning. There are many examples of persons with higher grade attendance, and even graduation from high school, where testing indicates that they are functioning at less than an eighth-grade level. This indicates that there is a serious undercount in all estimates of illiterates. Thus figures from the 1960 census can only present a minimum picture.

The Adult Education Act of 1966 cites as its purpose:

to encourage and expand basic education programs for adults, to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training and more profitable employment, and to become more productive and responsible citizens.

The Act further defines ABE as:

education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals

with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and to making them better able to meet their adult responsibilities.

Formal ABE programs in Maryland date back to 1965 when they operated under Title II-B of the Economic Opportunity Act of 1964. In late 1966, the legislative basis for the programs was transferred to Title III of the Elementary and Secondary Education Amendments of 1966 (Public Law 89-750), commonly referred to as the Adult Education Act of 1966.

In Maryland, educationally disadvantaged adults are identified as those persons who are 18 years of age and over, who are no longer in school and have less than eight years of education. The assumption is that failure to complete elementary school constitutes a serious impediment for an adult seeking meaningful, productive, and profitable employment, and that such a person is likely to become dependent on the rest of society. As Table 2 indicates, in 1960, out of a total population of 1,908,710 who were 18 or over but were no longer in school, 479,240 persons, or 25.1 percent of all age groups, had less than an eighth-grade education.

Table 2

Persons in Maryland Completing Less than Eight Years
of Schooling as a Percent of Total Population,
by Selected Age Groups, 1960

Age Group	Total Population	Number Not in School with Less than Eighth-Grade Education		Percent
Total	1,908,710	479,240		25.1
18-24	216,148	18,729		8.7
25-64	1,472,443	344,446		23.4
65 and over	220,119	116,065		52.7

The basic data source for the figures in Table 2 was derived from the Bureau of the Census.^{1/} Because of the way data are reported by the Bureau, different age groupings have been used in this report in attempting to present the extent of the problem of illiteracy in Maryland.

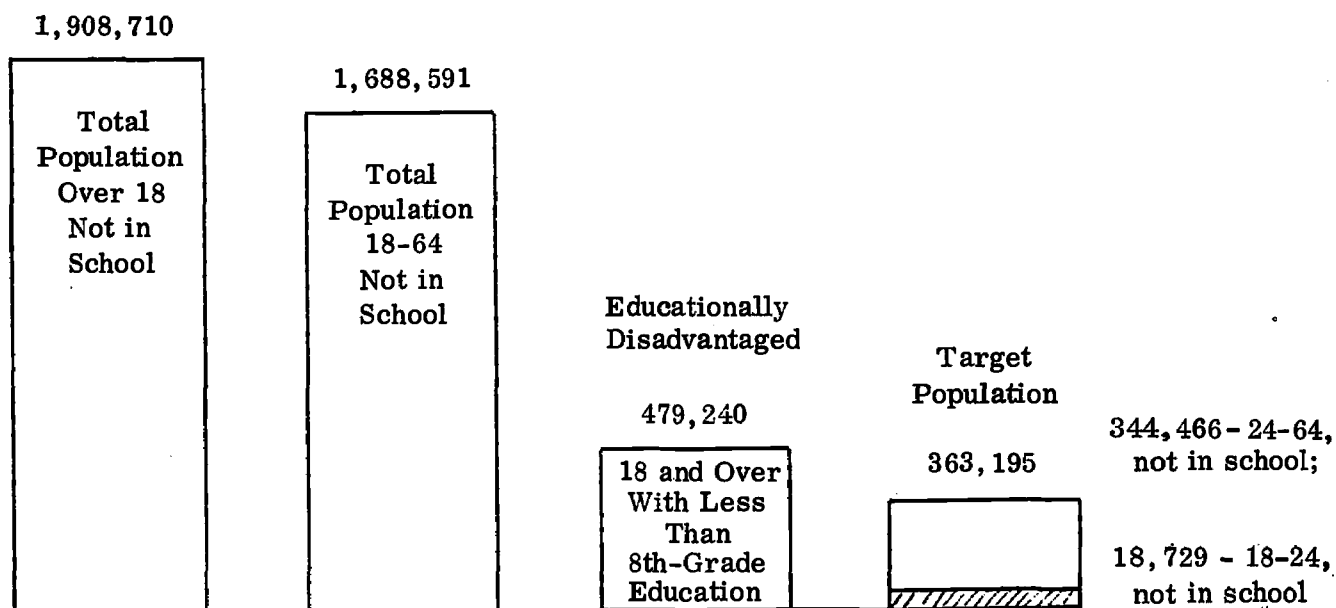
^{1/} U.S. Bureau of the Census, United States Census of Population: 1960, Vol. I, "Characteristics of the Population," part 22; Maryland; Tables 83, 102, and 103.

In terms of ABE the target population is somewhat reduced. Throughout the Maryland State plan there are repeated references to upgrading educationally disadvantaged adults to improve their chances to get and retain employment. With this important emphasis, a more accurate description of the target population would exclude those over 65 since they would normally retire from active employment and there is little probability that they would reenter the labor market or find new employment as a result of completing the equivalent of eight years of schooling. This does not mean that persons over 65 should be denied the opportunity of improving their education only that they should not be included in a realistic estimate of the ABE target population. It should also be noted that Federal legislation now permits 16-year-olds to participate in ABE programs. However, the 16- to 18-year-old group was not included in this study.

The following chart shows the over-18, non-school-attending population of Maryland, the same population up to the age of 64 only, and the number in each group who have not completed the eighth grade.

CHART I

TOTAL NON-SCHOOL-ATTENDING POPULATION OVER 18,
BETWEEN 18 AND 64, AND THOSE IN EACH GROUP
WITH LESS THAN EIGHTH-GRADE EDUCATION, 1960



Thus the target population, with which this report is most concerned, is the 363,175 persons between 18 and 64 who are not in school and have not completed the eighth-grade level. However, some data are available only for the entire educationally disadvantaged group (including those over 64) of 479,240.

The DOE reports that 14,148 students enrolled in the ABE program from 1966 to 1969. However, this figure includes some of the overage group. Only 2,877 students completed eighth grade in ABE through June 1969.

In assessing the ABE effort across the State, it is important to note the extent of the problem of adult illiteracy within each county and the proportion of the total State problem that exists in each county. Unfortunately, the available data from the 1960 census only describes persons 25 years of age and older as a subgroup of the educationally disadvantaged population. The total number of persons 25 years and over in 1960 was 1,692,562. Of that number, 460,511 had less than an eighth-grade education.

Table 3 defines the depth of illiteracy within each county using three indicators: Indicator #1 is the number of persons who have never attended school; Indicator #2 is the number of persons with less than five years of schooling; Indicator #3 is the number of persons with less than eight years of schooling.

Table 3
Number of Persons 25 Years of Age and Older by
Local School District and Level of Education Indicator, 1960

Local School District	Total Number of Persons	<u>Indicator #1</u> Never Attended School	<u>Indicator #2</u> Completed Less Than 5th Grade	<u>Indicator #3</u> Completed Less Than 8th Grade
State total	1,692,562	23,915	129,793	460,511
Allegany	49,408	388	3,720	14,101
Anne Arundel	104,495	1,386	8,145	27,696
Baltimore City	541,672	11,838	58,061	185,616
Baltimore	269,380	2,595	12,480	59,098
Calvert	7,456	174	1,325	3,442
Caroline	11,158	273	1,309	4,401
Carroll	30,853	242	2,841	12,510
Cecil	24,333	285	1,659	6,798
Charles	14,785	356	1,718	4,973
Dorchester	18,015	451	2,818	8,639
Frederick	39,145	371	3,126	16,485
Garrett	10,812	227	1,115	5,113
Harford	38,035	371	2,853	10,559
Howard	18,987	208	1,583	5,622
Kent	8,560	110	913	3,344
Montgomery	182,399	800	3,937	15,890
Prince George	179,698	1,291	6,668	25,897
Queen Anne	9,298	204	1,312	4,264
St. Mary	16,528	342	1,661	4,670
Somerset	11,200	323	1,769	5,394
Talbot	12,797	306	1,558	4,406
Washington	51,749	456	3,811	14,875
Wicomico	28,131	496	3,137	10,598
Worcester	13,668	422	2,274	6,120

The percent of the State total of each indicator category residing in each local school district is shown in Table 4.

Table 4
Percent of State Total in Each Indicator Group
Residing in Each Local School District, 1960

Local School District	Indicator #1	Indicator #2	Indicator #3
State total.	(23,915)	(129,793)	(460,511)
Allegany	1.62	2.87	3.06
Anne Arundel	5.80	6.28	6.01
Baltimore City	49.50	44.73	40.31
Baltimore	10.85	9.62	12.83
Calvert	.73	1.02	.75
Caroline	1.14	1.01	.96
Carroll	1.01	2.19	2.72
Cecil	1.19	1.28	1.48
Charles	1.49	1.32	1.08
Dorchester	1.89	2.17	1.88
Frederick	1.55	2.41	3.58
Garrett	.95	.86	1.11
Harford	1.55	2.20	2.29
Howard	.87	1.22	1.22
Kent	.50	.70	.73
Montgomery	3.35	3.03	3.45
Prince George	5.40	5.14	5.62
Queen Anne	.85	1.01	.93
St. Mary	1.43	1.28	1.01
Somerset	1.35	1.36	1.17
Talbot	1.28	1.20	.96
Washington	1.91	2.94	3.23
Wicomico	2.07	2.42	2.30
Worcester	1.76	1.75	1.33

B. State Department of Education

1. Structure

For many years adult education has received significant attention in the State of Maryland. In the summer of 1959, Dr. Thomas G. Pullen, Jr., State Superintendent of Schools, appointed a committee composed of superintendents, supervisors, principals, and members of the staff of the DOE to make a study of adult education in Maryland. Dr. James A. Sensenbaugh, who was appointed chairman of that committee, is now the Maryland State Superintendent of Schools.

The committee met with a number of the outstanding adult educators in the country, as well as numerous specialists from business, industry, and education from various parts of Maryland. While its report, Public Adult Education in Maryland,^{2/} reviewed the history and development of adult education in Maryland, adult basic education as it is known today received only a minimal amount of attention. At that time, adult courses focused on agriculture, home economics, business education, trades and industry, and general education subjects, such as art, ceramics, English, foreign languages, mathematics, photography, psychology, public speaking, and the sciences. There was only passing mention of such ABE-related courses as elementary education, secondary education, parent education, and Americanization.

The report indicates that, in 1960-1961, 421 persons were enrolled in literacy and elementary education courses compared with estimates for the same year of 129,793 functionally illiterate persons in the State, defined in that report as persons who had completed four years of school or less who were 25 years of age and over.

The report gives a significant indication that the need for adult education and adult basic education was clearly understood in 1963, and there was a commitment, implicit in its recommendations, to attack the problem of illiteracy throughout the State.

Recommendations in the 1963 report called for support for the development and growth of adult education in Maryland by increasing inservice programs for adult educators, advocating the establishment of local adult education supervisors, and encouraging the involvement of community leaders and organizations in developing programs. Perhaps the most important recommendation called on the State to support adult education financially on a basis comparable to its support for the education of children and youth.

^{2/} Published by the Maryland State Department of Education in the Maryland School Bulletin, vol. XXXXIX, no. 4, May 1963.

ABE was formally implemented in Maryland in 1965, under Title II-B of the Economic Opportunity Act of 1964. Instructional programs were operated in 21 of the 24 local systems in 1965-1966, the first full year of ABE classes, and the year in which a full-time supervisor in the DOE was assigned to ABE.

The cumulative total participation of adults in that first year was 4,944. In addition to regular enrollees, these included participants in basic education classes which were a component of the Title V Work Experience Program carried on by the Department of Social Services, parents of the children in the Head Start program, and regular viewers of the "Learning to Read" television program, which originated in Baltimore. Table 5 indicates the level of involvement and the number of adults completing eighth grade statewide for the years 1966 through 1969.

Table 5.

Level of Involvement and Number of Adults
Completing Eighth Grade through ABE Programs, 1966-1969

Year	Total Enrollment	Grade Level			Completed ABE
		0-3	4-6	7-8	
Total	14, 148	3, 621	6, 361	4, 166	2, 877
1966-1967	3, 973	971	1, 862	1, 140	889
1967-1968	4, 232	1, 209	1, 777	1, 246	601
1968-1969	5, 943	1, 441	2, 722	1, 780	1, 387

With the introduction of new Federal programs stimulating interest in adult basic education, there came statutory requirements for the development of a state plan for ABE programs. The plan currently in effect in Maryland was developed under the Adult Education Act of 1966 and was approved on May 31, 1967.

The Maryland plan is not unlike plans from across the nation which generally follow the guidelines issued by the U. S. Office of Education. It provides for overall administration of Federal funds and outlines staffing and administrative functions. In addition to establishing procedures, criteria, and priorities for regular programs, special projects, teacher training, and research activities, the plan provides for fiscal control and fund accounting procedures.

Although the ABE personnel of the DOE are enthusiastic and committed to meeting the challenge of illiteracy in the State, they are hampered in their efforts by the fact that the State plan has not yet been updated although revisions are under study. In a number of instances there are obvious and serious

differences between actual operations and stated policies and procedures in the State plan. In some cases the plan needs to be updated while in other cases a stricter adherence to the plan is required.

The personnel section of the State plan (Section 1.41-3) states that the supervisor of adult education has the responsibility for administering and supervising all general adult education programs financed by State and Federal funds. Section 1.43 specifies that two State supervisors for ABE will work under the direction of the State supervisor of adult education. Although this plan has been in operation since 1967, these relationships have not been developed.

With the approval of a new plan of organization for the DOE on September 30, 1969, the relationship of the Adult Education Unit within the Division of Instruction changed and, at a minimum, adjustments should be made in the State plan to correspond with these changes. It is not a function of this report to evaluate the effectiveness of the reorganization, but, rather to indicate the changes that took place which were related to the ABE program. See Chart II.

The new organization plan makes no reference to supervisors of either adult basic education or adult general education, but only to specialists. Although the titles of the various personnel in the Adult Education Unit are inconsistent with the State plan, an excellent working relationship has developed among the three professionals who staff the unit. These relationships would be further strengthened if the State plan were revised to give the authority to those who are carrying out the various responsibilities.

CHART II
PLAN OF ORGANIZATION
DEPARTMENT OF EDUCATION
STATE OF MARYLAND

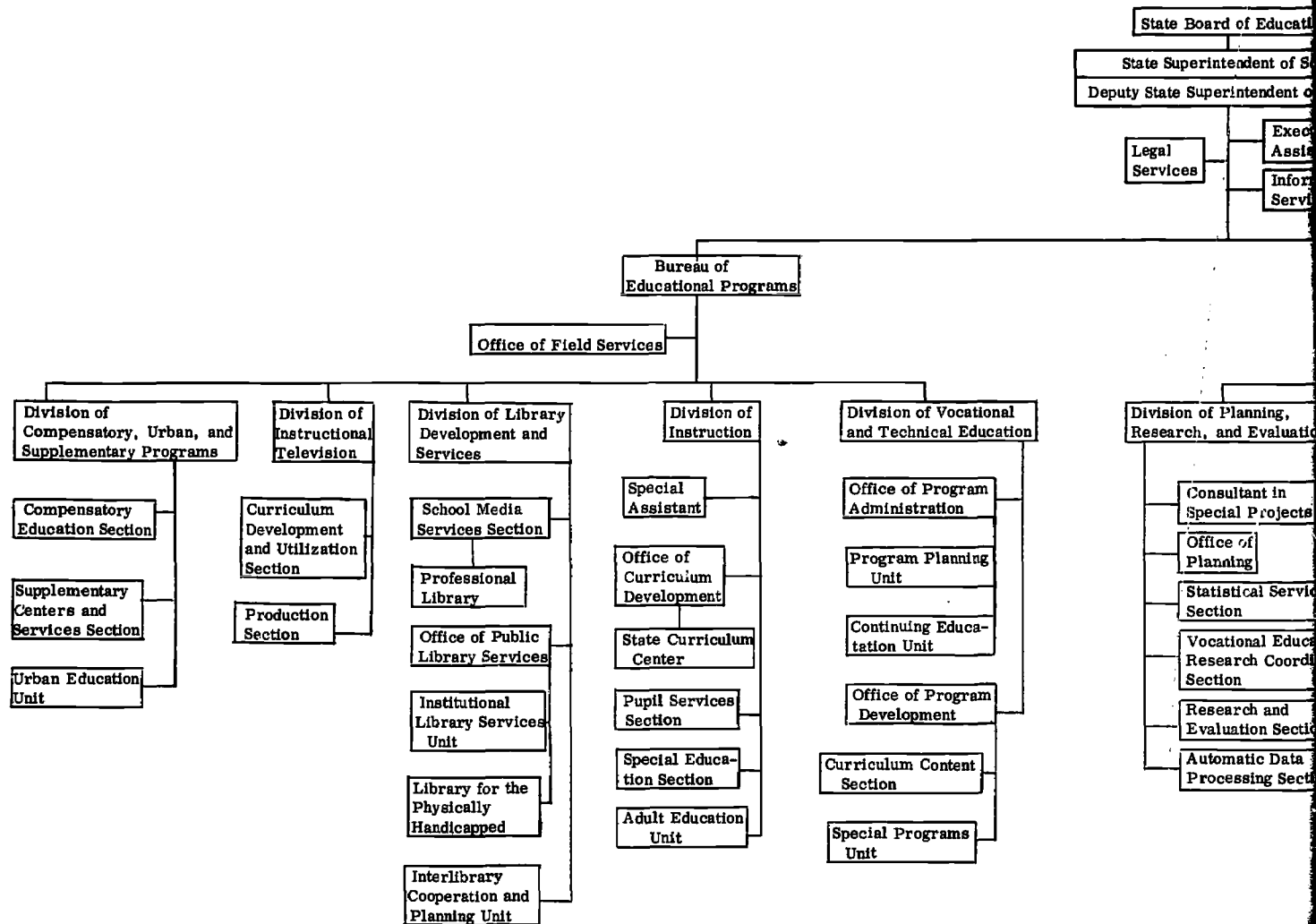
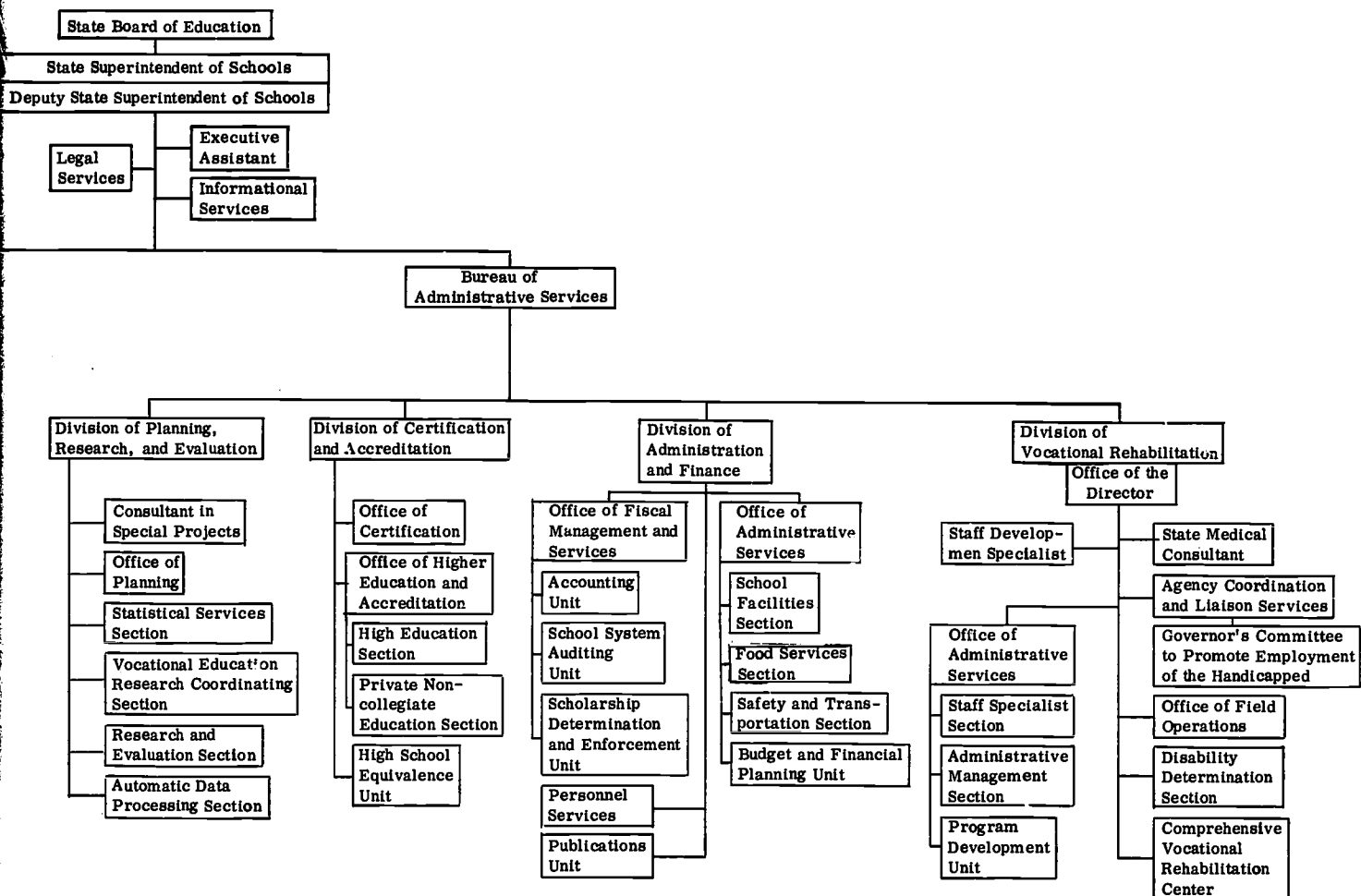


CHART II
PLAN OF ORGANIZATION
DEPARTMENT OF EDUCATION
STATE OF MARYLAND



The section on Adult Basic Education Programs (1.61-1) in the State plan delineates these objectives of the program:

The programs of instruction in adult basic education shall be planned and administered by local school systems in public schools or other appropriate facilities for the purpose of eliminating the inability of adults in need of basic education to read and write English and to raise substantially the educational level of such adults in order to make them less likely to become dependent on others.

In discussing criteria for the selection of programs, Section 1.64-1 indicates that priority will be given to those programs which involve, as learning participants, adults who have the:

least educational competence, with special emphasis on those functioning at the fifth grade level or below, with second priority given to those functioning above the fifth and through the eighth grade level.

Further priority is indicated for those programs serving large numbers of adults, particularly poverty-stricken adults; those serving areas which have large concentrations of adults in need of basic education; programs resulting from cooperative efforts among various agencies, organizations, and institutions; and efforts that seem innovative in their approach.

Essentially, the reorganization created two bureaus, the Bureau of Educational Programs and the Bureau of Administrative Services, to oversee the educational process in Maryland. Within the Adult Education Unit there are two ABE specialists, one specialist in adult general education, and two specialists in civil defense education. The major change that occurred with the adoption of this new organization plan was to make the Adult Education Unit directly responsible to the Assistant State Superintendent in charge of the Division of Instruction, which is one of the five divisions of the Bureau of Educational Programs. Prior to reorganization, the Adult Education Unit was responsible to the Director of the Office of Field Services.

Interviews with personnel from the various divisions in the Bureau of Educational Programs indicate that there still exists a large degree of autonomy within each of the divisions and, indeed, within many of the offices, sections, and units in each division. The paper reorganization cannot get the various divisions to work together in a more harmonious and cooperative fashion without a commitment on the part of the many directors and coordinators.

The study team was particularly interested in observing the working relationships between the Adult Education Unit and other sections, units, and offices within the Bureau of Educational Programs. In the initial interviews

with State staff members, a structured pattern of questions was followed. Among the questions posed were:

- ... Have you ever been consulted or involved in planning regarding the function and relationship your office would have with the ABE program?
- ... How do you view your relationship with the ABE program?
- ... Have you participated in the development of curriculum guidelines for ABE in local school districts?
- ... What kinds of activities have been scheduled to bring about greater cooperation and interaction between your office and the ABE staff?
- ... In what ways do you feel your office could be supportive of the State ABE program?

After a number of interviews had been completed, it was clear that the types of questions aimed at identifying, if possible, the kinds of impediments that might be holding back the energies and effectiveness of the ABE unit were inappropriate. They had been designed on the presumption that there were clear lines of liaison and established mechanisms to allow for maximum interaction between levels of authority and of responsibility within the DOE.

However, the reality of the situation is that ABE has a low status within the Division of Instruction and within the total Bureau of Educational Programs where linkages among its various offices and units are almost totally nonexistent. There are, of course, informal relationships which are constantly being developed through the efforts of individual staff members, but there does not appear to be any formal procedure to encourage such interaction. Thus, in some cases, staff members became defensive and exhibited anxiety and concern over whether or not they had been fulfilling their jobs adequately. In other cases, respondents felt that the questions were inappropriate because they presumed a relationship which did not exist.

2. Personnel

On the new organizational chart the two professional positions assigned to ABE are titled specialists, although earlier charts referred to them as supervisors. Supporting these staff members is one secretary who also serves a third person in the same office. The description, qualifications, and duties of the ABE specialists are outlined in the State plan and in two DOE memoranda dated October 1965 and August 1968.

The plan calls for the specialists to hold at least a master's degree and to have some experience in administration and supervision within the public schools. The job description memos call for a master's degree with specialization in the fields of reading and arithmetic. In addition, the memos list the following requirements:

- ... knowledge and skill in the teaching of the communicative and computational skills;
- ... familiarity with the literature in the field of adult education;
- ... knowledge of the characteristics of the functionally illiterate adult;
- ... ability to serve as a consultant to local supervisors in interpreting the provisions of the State plan;
- ... ability to work with people and establish relationships with agencies and groups which have some concern with persons for whom the program is designed.

The State plan describes the duties and functions of the ABE supervisors in Section 1.44-1 through -7. Almost all of the activities listed call for an effective state-local relationship. These specialists are called upon to engage in the following activities with local school systems:

- ... stimulate and give leadership in the development of new and ongoing ABE programs by disseminating information, planning conferences and seminars, and holding regional orientation meetings;
- ... develop a means of identifying adults in need of ABE;
- ... assist in motivating adult participation by giving lesson demonstrations, preparing outlines of successful motivation and promotion plans, and encouraging the employment of persons who empathize with the target population;
- ... encourage and assist in the development of new materials and methods of instruction appropriate for adults;
- ... assist in the development of evaluation programs.

In addition, the specialists are expected to prepare for State and Federal use, reports on enrollment, disbursement and expenditure of funds, and evaluation of total program.

The first ABE staff member was assigned to the Adult Education Unit in the fall of 1965 which was the first full year of ABE program operation. It was not until the spring of 1969 that a second member was added to the staff. Position descriptions for both staff members were prepared at the time of their hiring. For the most part the job descriptions are similar and indicate that the main purpose of the positions is to provide consultation to local school systems in the expansion of their ABE programs. The second ABE specialist is also responsible for work on financial and statistical projects.

In reviewing the job description memos for both specialists, there is an obvious absence of a clear-cut statement with regard to authority. There is no assignment of overall responsibility for the total ABE program.

In Section 1.41-3 of the State plan, the Supervisor of Adult Education, who is listed in the plan of organization as a specialist in Adult General Education, is made responsible for the administration of programs organized under the Adult Education Act of 1966. In Section 1.43 of the plan there is also a notation that the two State ABE supervisors will work under the direction of the State Supervisor of Adult Education. In Section 1.43-3 it is further noted that both ABE supervisors shall work cooperatively on teacher training activities, again under the Supervisor of Adult Education.

In practice, there are no lines of authority within the Adult Education Unit. In addition, interviews and discussions with staff members within that unit made it clear that the relationships outlined in the plan do not exist in daily practice, but that a positive cooperative functioning relationship has been developed among all three of these professional personnel.

The original ABE supervisor, hired in 1965, is responsible for the overall direction of the ABE program, whereas the second supervisor, hired in 1969, is primarily responsible for programs at industrial sites throughout the State and for programs involving interagency cooperation. Relationships and working assignments are not clearly defined and need to be updated and revised to delineate lines of authority and areas of responsibility.

In interviews with the ABE supervisors, the study team found significant gaps in what is printed in job descriptions in the State plan and in DOE memos,

and in what the two supervisors can actually accomplish with time and the supportive staff available to them. In terms of what is described on paper, the Adult Education Unit is grossly understaffed.

Activities outlined in the State plan, together with job description memos, would be so overwhelming if carried out fully that, even if the present staff were doubled, it is unlikely that the tasks could be completed. There is also serious doubt as to whether or not certain duties could actually be carried out by the State-level staff. For example, considering the tradition of independence which permeates most Maryland school districts, the extent to which State supervisors could give leadership to local program directors regarding the necessity and value of ABE programs is questionable. In addition, Section 1.34 of the State plan sets the line of authority to the local school system from the DOE through the local Superintendent of Schools to whatever levels of local staff are responsible for ABE programs. This might involve going through a complete hierarchy of assistant or deputy superintendents and, in some cases, school principals and/or others who have authority over the staff person responsible for ABE.

Observation by the study team confirmed that there are varying degrees of commitment to the concept of ABE among the school systems in Maryland, and varying degrees of readiness to change or to update educational objectives and programs for educationally disadvantaged adults. In some cases it was obvious that the local staff member responsible for ABE felt that it would not be proper for the State director to come into the district for the purpose of suggesting major programmatic changes. In a number of systems when the study team members suggested that this might be a role for the State supervisor, the local supervisor expressed the feeling that this would be considered intervention and meddling.

Another problem with the job definitions in the State plan is that some specific duties assigned to the ABE supervisors imply vast expenditures of time. To assist in motivating adults to attend basic education classes, for example, involves preparing outlines and giving demonstrations. The preparation of new materials, development of methods of instruction, and establishment of evaluation systems, also mentioned in the State plan, could each consume the time of one specialist for the better part of a year.

The suggestion in the plan that new materials and instructional methods be developed by working with local nonschool agencies assumes that

there already exists an ongoing relationship between the local educational agency and those community agencies involved in assisting underprivileged and undereducated adults. However, the study team found that such relationships were nonexistent in most counties visited.

3. Funding

ABE programs in Maryland are supported by Federal, State, and local funds. The responsibility for the overall administration of the programs is with State staff members in the Adult Education Unit, while the local staff from the 24 local school systems is responsible for carrying out the instructional aspects of the programs.

Federal legislation provides funding for ABE programs on a 90 to 10 matching basis; i.e., the Federal government will provide 90 percent of the funds if non-Federal sources, usually State and local, provide 10 percent of total program costs.

Tables 6 and 7 show the total expenditures, by funding source, for ABE administration, instruction, and special projects for fiscal years 1968 and 1969 and the percent of total dollars contributed by each source.

Table 6

ABE Expenditures by Function and Source;
in Dollars and Percent of Total Dollars: Fiscal Year 1968

Function	Total in Dollars	Source					
		Federal		State		Local	
		Dollars	Percent	Dollars	Percent	Dollars	Percent
Total	565,030	482,823	85.4	2,046	.4	80,162	14.2
Administration	20,575	18,530	90.1	2,046	9.9	-	-
Instruction	544,455	464,293	85.3	-	-	80,162	14.7
Special projects	-	-	-	-	-	-	-

Table 7

ABE Expenditures by Function and Source;
in Dollars and Percent of Total Dollars: Fiscal Year 1969

Function	Total in Dollars	Source					
		Federal		State		Local	
		Dollars	Percent	Dollars	Percent	Dollars	Percent
Total	705,294	594,646	84.3	6,923	1.0	103,724	14.7
Administration	62,146	55,932	90.0	6,214	10.0	-	-
Instruction	636,049	532,325	83.7	-	-	103,724	16.3
Special projects	7,099	6,389	90.0	709	10.0	-	-

Administrative expenditures are those related to operation of the State office such as salaries of ABE personnel in the Adult Education Unit, rental of office space, and materials. Instructional costs are the actual expenditures for operating ABE programs in the local school systems, which includes the administrative costs for local supervision as well as teacher salaries, rental of classroom space, and purchase of instructional materials. Thus, State matching funds are available only for State office operation, and local instructional programs do not receive any State funds, but are supported solely by Federal and local matching funds. The local share includes in-kind as well as dollar contributions.

According to these tables, Federal and local monies are carrying almost the total cost of ABE in the State which, while it is contributing approximately 10 percent for its own office operation, is actually contributing less than 1 percent of the total ABE costs. In neither 1968 nor 1969 was any State money used to support local instructional programs while local contributions carried between 14 percent and 15 percent of the total costs.

4. Policy Making

Although the State plan, in Section 1.33, makes it clear that ultimate authority on policy matters rests with the State Superintendent of Schools, a function of this study was to assess those mechanisms within the DOE through which ABE policies were generated or updated.

A number of persons interviewed felt that the decision-making process was unclear and that the resulting confusion has served to slow down and, in some cases, to block new ideas and innovative policies from emerging. However, many of these same people felt that the DOE was, at the same

time, overorganized and had too many committees whose recommendations never came to life. One person characterized the creation of committees as the Department's "decision-delaying" process.

Thus, it was difficult to document the existence of a formal structure for policy making in the DOE. It appears that policy is made by the persons designated in the plan of organization, but often without consulting other staff members who should be involved in the development of these policies.

The only scheduled opportunity for interaction among the various offices of the Division of Instruction are the monthly meetings of its directors and coordinators. However, the agenda for these monthly meetings does not include any listing of priorities of the problems which obviously need to be solved, such as preparation of an ABE curriculum, better structuring of local programs, and the establishment of policies relating to class size, materials, testing programs, evaluation procedures, etc. Nor does there appear to be any movement toward identifying the most pressing of these problems nor toward developing a mechanism for determining a statewide policy.

An important function of the State Advisory Committee on Adult and Continuing Education involves the education of adults in need of basic education. DOE staff reported that the committee had met four times during the past year and has made recommendations helpful to the ABE program.

The makeup of the committee is somewhat at variance with the State plan in that it has fewer representatives from State agencies than are called for in the plan. Since observation in local school systems confirmed that there is a need to improve interagency relationships on the State and local levels, increased involvement of State agency personnel would be an important step in that direction. It would also be helpful if representatives from the advisory committee were included in the policy-making process as a step toward total staff and community participation in developing ABE programs.

5. Program

The analysis of the contributions to programming at the State level was based on interviews concerning program policies, procedures, guidelines, and curriculum for ABE and English as a Second Language (ESL) classes, technical assistance, and program development procedures. The only

written document covering program policies and procedures, the State plan is subject to various interpretations at the local level. In addition, there is no mechanism to insure that the intent of the plan is carried out.

There are no State guidelines for ABE programs. In light of the differences that exist from system to system, the preparation of such guidelines is a matter which should receive immediate attention. These guidelines should follow the outline of the State plan but, more importantly, should define a minimum standard for ABE programs, and should reflect the priority this program should have in the DOE.

State guidelines should spell out policies and procedures to assist local school systems in developing and enlarging ABE programs including the qualifications and responsibilities of program personnel. State guidelines should establish such conditions as optimum class size, how often each class should meet each week and for how long, how classes should be grouped, and what type of testing should be done. There are almost no State directives on such problems.

In order to provide a meaningful learning experience, the development of a State ABE curriculum is a matter which should receive immediate attention. The experience of the study team indicated that, although learning is dependent upon sequential cumulative experiences in given content areas, there was a carefully structured and recommended course of study for ABE classes in only one of the 17 local systems visited. In most of the other systems, the content areas covered during class observations depended almost entirely on the teacher's personal expertise. In a number of cases there were indications that the content being covered was similar to that used with children in regular day-time classes or that what was being taught followed the table of contents of a particular textbook. Sometimes the availability of a particular film would determine the discussion in the class on a given night.

6. Supervision, Monitoring, and Reporting

In assessing supervision, monitoring, and reporting, the study team sought to determine the extent and frequency of State visits to local system programs; the methods employed in observing local programs; and the types of reports, follow-up, and response from local systems. Data were also sought on mechanisms to insure compliance with the intent of Federal ABE legislation, on methods for handling complaints from individuals, community groups, or from within the teaching ranks.

a. Supervision

The most serious problem in this area appears to be the lack of personnel to carry out any of these tasks. In addition, there is no clear statement regarding the nature of the supervision to be carried out by State staff, i. e. , whether periodic or formal monitoring is involved and to what extent evaluations will be made. All the directive there is appears in the State plan (Section 1.43-1 and -2) which states that one staff member is responsible "for supervising the adult classes in basic education; including content, method, and evaluation; for cooperating with other agencies in reference to content and evaluation; and for furnishing reports of these activities." A second State staff member is charged with "promoting adult basic education programs under the Act, for approving programs, for establishing interagency cooperation, and for working on financial and other statistical reports."

Considering that there are only two State staff members available for ABE and that there are approximately 300 classes in operation in 24 local school districts, the job of supervision, as mandated in the State plan, becomes an impossible task. The two staff members would not be able to carry it out during the period of time that classes can be observed, yet such personal classroom observation by professionals is one of the most important and meaningful methods for assessing program effectiveness.

While the State ABE staff has a responsibility for providing technical assistance, if such assistance is to be provided on local request, there is an assumption of self-evaluation. However, there is nothing on the local level to indicate that self-evaluation procedures are operative. On the other hand, if technical assistance is to result from outside observation, either by State, private, or university personnel, then procedures calling for periodic visits need to be established. It is suggested that guidelines for these supervisory visits be developed cooperatively by State and local personnel. In addition, with the number of classes involved, it is obvious that State staff must be increased if they are to carry this responsibility. Alternate systems of supervision and of evaluation which normally would follow supervisory visits must be explored. Evaluation questionnaires might be designed in connection with a relevant data-gathering system, and evaluation teams might be developed and scheduled to give the State a meaningful picture of ABE in the local school systems.

b. Monitoring

The current DOE staff do not follow a rigid visitation schedule. They are unable to make more than a single visit to many counties during the school year. For the most part, visits are made on request from the local system. Formal records and reports of such visits have not been kept and there appears to be little or no follow-up or feedback from local systems after visits have been made.

In addition, the study team has serious questions regarding much of the data reported to the State. Regular monthly forms from the local school systems report the number of students enrolled in that time period by grade level, completions of the advanced level (8th grade), and student separations by reason for separation. Experience in the local districts would indicate that at best much of what is reported are only estimates.

As an example, the study team attempted to collect information on dropouts and attendance in general. All that was available on the State level was a monthly summary of data reported from local districts. The basic data from which these reports were prepared were often difficult to locate in the local districts nor were they kept with a consistency which allowed for meaningful analysis. In addition, each district interpreted some of the questions differently which made it difficult to obtain consistent data.

The major problem in collecting attendance data was that most teachers were not sure whom they should include in their enrollment report. They did not know when to consider a student officially enrolled or whether to drop the enrollment of persons who had not been in attendance for several weeks. In one district an observer was told that students were kept on active enrollment up to four weeks of absence. In other areas, it was two weeks. In some districts teachers never dropped a student so that enrollment might be as high as 20 or 25 students when actually only 8 or 10 persons attended. Thus, there is obviously an urgent need for a standard statewide guideline regarding the collection of data for State and Federal use.

c. Reporting

The present data-gathering and reporting system for the State office does little more than provide figures for subsequent Federal reports. Although this is necessary, it does not give the State data, which could be used in developing new programs for the target population.

Interviews with State personnel indicated that the lack of feedback and evaluation procedures and the absence of any mechanism to deal with noncompliance or to deal with complaints and grievances left them with a sense of powerlessness. In practice, the State ABE office is developing a closer relationship with fiscal officers in the DOE through which more businesslike procedures are being established in terms of budget preparation on the local level. This firming up of fiscal procedures is commendable. The same effort needs to be made in terms of local program development. This will require a new commitment from personnel within the Bureau of Educational Programs, a strengthening of the roles of the present ABE personnel, and recognition by local systems of the new priorities being set by the DOE.

7. Training

Since the initiation of ABE programs in Maryland in 1965 it has been the practice for the State to sponsor at least two workshops during each school year. These workshops, which have generally been held in the fall and spring, have given local supervisors an opportunity to discuss and compare programs, review operational problems, and keep abreast of new developments in instructional materials.

However, reports from field staff invariably noted that local ABE personnel had little recollection of State meetings, what had been discussed, and what impact these meetings had on local programs. In general, it was felt that State workshops had little effect on local programs.

In 1969, for instance, there was a special meeting of local supervisors at which the agenda quite properly included: revision of the State plan, criteria for approval of programs, formulae for awarding funds to local units, and a review of the monthly reporting form; agenda that the study team would recommend for a workshop. However, there is little evidence that there has been any effort to deal with these problems beyond the discussion stage. In fact, most of the problems discussed in this report have been considered at past training workshops but movement toward their solution has been almost nonexistent.

Another serious problem is that, on the State level, it is assumed that the training workshops for supervisors have a carryover effect. However, there was little evidence of active inservice training for teachers on the local level so that the training which has been offered by the DOE has had little impact on the participants' home systems and the carryover has not become a reality.

It is recommended that an effort be made to bring about greater coordination between State and local training efforts. In particular, the possibility of bringing together several counties into regional groupings for training purposes should be explored as a way of overcoming some of the problems in rural areas. The creation of central resource centers within these regions would also be desirable.

C. Local School Systems

1. Organization and Structure of Programs

The size of the basic education programs operated by each of the 24 local school systems in Maryland is related to the estimated number of persons in need of basic education. The ABE proposals which are sent annually to the

DOE, include descriptions of the purpose and scope of the local program, where the classes will be held, the duration of the program, the number of adults to be served, the procedure for implementing the program, the administrative and teaching personnel who will be involved, and a detailed budget outlining the costs of the program and the amounts of the local funding including in-kind contributions.

Although local superintendents are ultimately responsible for the total education program in their school systems, the ABE aspects have been delegated to certain district level administrative personnel. The overall observation, based on the 17 systems visited, is that ABE is often regarded as "just another Federal program that must be carried" by the local authorities.

a. Role of Board of Education and Superintendent

The study team looked closely at the role of the superintendent and the board of education in terms of the ABE effort. In no system was there any indication of opposition to the program, but only rarely was there any evidence that ABE enjoys the enthusiastic support of all the educational leaders involved. Supervisors in only two systems felt that the superintendent had a strong commitment toward ABE, and were confident that he would "go to bat" for them for increased funding and expanded programs. Several noted that superintendents only performed ceremonial functions like distributing attendance certificates at the end of the year. Only three districts reported that the superintendent visited ABE classes.

The overall reaction regarding the boards of education was that they had little involvement with the programs but that they seemed positively inclined toward the ABE effort. Individual members were singled out in some systems as "courteous" or "highly in favor" of the programs.

b. Administration

Leadership responsibility for ABE on the local level is confusing and badly fragmented. In setting up the logistics for this study, the consultants expected to be able to clearly identify the ABE leadership in each of the school systems from information available on the State level. However, this was not possible.

Local personnel assigned responsibility for ABE go under any number of titles: Coordinator of Federal Programs, Supervisor of Special Services, Supervisor of Special Projects, as well as the more familiar Supervisor, Director, or Coordinator of Adult Education or Adult Basic Education.

In some situations, program responsibility rested with a person whose primary responsibility was in the day school such as the Supervisor of Pupil Personnel, Supervisor of Instruction, Visiting Teacher, or Supervisor of Junior High Schools. In many cases, an assistant to the assigned director or supervisor has the actual responsibility for the ABE program and is the person most knowledgeable about it. Thus, it was often difficult to determine the lines of authority when seeking information about the local ABE program. This process was further complicated by the fact that some of these administrators devoted as little as 5 percent of their time to ABE. Some, of course, did spend full time on ABE.

In reviewing program proposals for the current fiscal year, the field staff noted that many districts assign to ABE a small percentage of time for superintendents and assistant superintendents and credit that percent of their salaries as the districts in-kind contribution. Thus, the ABE program is not actually receiving the full value of the 10 percent in matching funds mandated by the Federal legislation.

In 17 systems visited, there were 31 persons assigned to full- or part-time administrative responsibilities. In 3 systems there was a full-time director, 6 systems had one part-time director, and 10 systems had two or more part-time administrators. These 10 included two of the systems in which there were full-time directors.

In almost all of the systems visited, the person or persons responsible for ABE carried on both administrative and supervisory functions with no guidelines for apportioning time to each function. For the most part, the study team saw much administration and little supervision, and this lack of supervision created serious problems in some systems.

c. Local-State Relationships

While no director complained about the service provided by the State, the variety and style of their responses clearly indicated that many relationships did not go beyond the courtesy stage. In five systems the directors responded that the relationship was "good" and were able to illustrate many kinds of assistance received. In four systems the question of cooperation with the State had little meaning to the director, who did not comment or, in one case, indicated that the relationship was "practically nil." Other directors were generally complimentary but not particularly enthusiastic. All of them indicated that DOE representatives were always available on request and most indicated that they were visited at least once during the school year.

d. ABE Advisory Committees

Local advisory committees, with functions and makeup similar to the State Advisory Committee, are mandated by the State plan (Section 1.52). Twelve directors reported that they had an advisory group while five said they had no such groups. In addition, on closer questioning, 7 of the 12 described a "paper committee." In two systems, the committee makeup was unclear and there had been no meetings during the past year. The director of one ABE program stated that his advisory committee was made up of some local businessmen whom he could contact by phone, but who also had not met during the past year. In situations where committees were actively operating, they were being used to give added publicity to programs and they did provide an opportunity for citizens to make inputs into the development of the local operation. These efforts had a positive impact on recruitment and provided additional ABE enrollees.

e. Number of Students and Teachers Involved

In visiting local school systems an attempt was made to choose systems with both larger and smaller student enrollments and numbers of teachers as shown in Tables 8 and 9. In over half of the districts visited the student enrollment was less than 100.

Table 8

Number of ABE Students Enrolled
in Systems Visited

<u>Enrollment</u>	<u>Number of Systems</u>
1 - 50	4
51 - 100	6
101 - 250	2
251 - 500	2
501 and over	3

The majority of districts had fewer than 10 teachers involved in ABE programs.

Table 9

Number of ABE Teachers in Systems Visited

<u>Number of Teachers</u>	<u>Number of Systems</u>
1 - 5	4
6 - 10	7
11 - 20	0
21 - 30	3
31 - 40	2
41 - 50	0
51 and over	1

f. Scheduling of Classes

In 14 of the 17 systems visited, classes are offered a minimum of two evenings per week for two hours each evening. This schedule of four classroom hours each week is the one most widely used throughout the State. In addition to these regular classes, which are usually held between 6 p.m. and 10 p.m., five systems reported on classes scheduled in cooperation with the State Work Incentive Program (WIN) which, in most systems, are scheduled five days per week for 5 hours each day or 25 hours of instruction per week.

In three systems the scheduling of classes and the resulting instructional time is inadequate. In one system classes are scheduled only one day per week meeting for four hours, from approximately 4 p.m. until 8 p.m. In two other systems classes meet for one night per week for two hours. These overconcentrated scheduling patterns result from the length of time and the difficulties of transportation, especially in rural areas, which make students reluctant to attend more often, and create a problem because of the low retention ability of students who have a full week gap between classes. In the case of absences, the problem is further compounded.

The study team also sought to determine whether the districts conformed to the State plan, and numerous local proposals, which call for classes to be grouped in three levels: Level 1, beginning; Level 2, intermediate; and Level 3, advanced. These levels usually cover the following elementary school grades: Level 1, grades one through three; Level 2, grades four through six; Level 3, grades seven and eight. Contrary to reports from local systems, the study team found that in most classes there was a marked heterogeneity of academic ability. Only in the larger systems was there any attempt to structure classes by level of ability. In only five of the systems visited could students move or be placed in a class which more adequately met their intellectual needs.

g. Curriculum

As previously noted, DOE has no guidelines or suggested curriculum for ABE. In addition, the study team found little evidence of ABE course outlines or guidelines on the local level. This lack of a structured curriculum negates the ability of the program to provide a comprehensive experience. For both of the priority content areas, communication and computation, a curriculum needs to be established for all three levels of classes.

In only three systems was there anything resembling a curriculum guide. In the first system, this took the form of an information packet to new ABE teachers. The packet includes: an outline of factors that affect the adult learning process, suggestions for planning lessons, notes on the physical

environment of the classroom, an outline on evaluating lessons, an outline of recommended subject areas and suggested content for ABE classes, and a simplified list of suggestions for teaching phonic skills.

In the second system, guidelines consist solely of a series of memoranda from the local supervisor to the ABE teachers. Included among these memoranda are: guidelines for conducting an interview with a student, an outline of operational regulations, a list of available ABE materials, an overview of the general characteristics of adult learners, a tentative teaching of reading guide, and a guide to suggested drill activities reprinted from the Curriculum Guide to Adult Basic Education (Beginning Level) published by the Department of Health, Education, and Welfare in 1966.

In the third system, course content outlines in language arts and in mathematics are available. The language arts outline consists of a list of suggested activities with ABE students in reading, writing, speaking, and listening. It covers areas such as: vocabulary development, critical reading, reading for enjoyment, preparing letters and job applications, improving conversation and speaking habits, and developing efficient listening habits. The mathematics outline reviews the specific content which should be presented at the primary, intermediate, and advanced levels covering the fundamental processes and a number of related mathematical concepts. Although these were the best curriculum guidelines found in any of the systems visited, they are inadequate in terms of the needs of the target population.

The need to develop curriculum guidelines is particularly acute in the area of communication skills. The skills associated with the reading process need to be outlined and understood by all ABE teachers which was not true in many of the classes observed. Such a course outline should include a presentation of reading skills such as: visual discrimination, left-to-right progression, the development of a sight vocabulary, auditory discrimination, long and short vowel sounds, consonants, consonant blends, and phonetic and structural analysis. After learning of the elements of basic reading instruction, ABE students can go on to the skills of comprehension, understanding context clues, finding main points of a selection, and other more sophisticated skills. All too often ABE teachers were observed to be teaching lessons involving the more sophisticated skills to students who had not yet mastered the basic elements.

h. Materials

The materials in most programs were selected by individual program supervisors who usually relied heavily on recommendations from teachers. There was some indication, especially in those programs where relatively new ABE materials were being used, that supervisors were purchasing more relevant materials after being introduced to them at conferences and institutes.

On the other hand, the large selection of books from single publishers available in a number of systems gave evidence that the book salesmen often decided what materials should be used . Also, some teachers insisted on using certain textbooks because they were familiar with them from their day school experience. Such textbooks, of course, were child-oriented. Other teachers used certain materials because they believed them to be the only ones available, while some books were merely surplus from the regular elementary school program. A number of teachers had never seen, nor were aware of, the adult-oriented textbooks which have become available in the past five years. In a number of districts, reading lab kits were used by teachers as primary teaching tools rather than as supportive and supplemental material.

The materials listed below are those which were frequently used in the classes visited:

Cambridge Book Company

ABE Language Arts Program, Rita McNamara

Science Research Associates

Cross Number Puzzles, Murfin and Bazelon

Reading Laboratory

Reading for Understanding

Continental Press

Practical Exercises in Arithmetic, A. Schlegel and A. Moore

Steck-Vaughn Company

Basic Essentials of Mathematics, James Shea

Learning Our Language, Jewel Varnado

How to Read Better, Books 1 and 2, Smith and Wilbert

I Want to Read and Write, Smith and Wilbert

English Essentials, Jewel Varnado

My Country, Smith and Lutz

I Want to Learn English, Smith and Wilbert

Working With Words, Putnam

Learning Our Language, Jewel Varnado

Steps to Learning, Kreitlow

New Avenues in Reading, Leavell and Via

Prentice-Hall

Be a Better Reader, Book II, Nila Smith

Grolier Education Corporation

Reading Attainment System

Reader's Digest Corporation

Adult Readers, (series)

Cowles Education Corporation

How to Pass the High School Equivalency Examination

Behavioral Research Laboratories

Sullivan Programmed Reading Series, M. W. Sullivan

Houghton-Mifflin Corporation

Power to Spell, Hanna

Allied Educational Council

Mott Basic Language Skills Program, Byron Chapman

Holt, Rinehart and Winston

English II, C. Weinhold

Lyons and Carnahan

Programmed Vocabulary

United States Armed Forces Institute

Introductory Social Studies

Follett Publishing Company

Systems for Success, R. Lee Henney

Reading for a Purpose

Laidlaw Brothers

Developing Reading Skills

Educational Development Laboratories

Controlled Reader

Listen and Read

McGraw-Hill

Programmed Math for Adults, M. W. Sullivan

English Language Institute

Pronunciation Drills

i. Testing

An ABE testing program should provide information on the status of all students at the beginning of the program year, information for placement, a diagnosis of individual and group deficiencies, and information at the end of the program year on individual and group gains in skill and personal development.

The testing program in the Maryland ABE program, however, is irregular and without structure, and is reported so unsystematically that statewide and local testing data could not be assembled to give any objective picture of student reading levels or gains.

In three of the systems visited, there was no evidence of any testing program. Although the supervisors acknowledged the importance of testing, they could only indicate that they were planning to test at some indefinite time in the future. The procedures for testing in the other 14 systems were only vaguely described by most supervisors who were often reluctant to share the results of those tests that had been given.

In only a few systems are results compiled so that group medians can be determined or year-to-year comparisons be made. In most systems which did testing, the test scores are made part of a student record or become part of a student folder which contains registration information and examples of student work. The record forms themselves vary widely from system to system which militates against developing any kind of statewide data retrieval system.

Where testing is carried out, the following tests were in use:

Adult Basic Education Student Survey, Follett Publishing Company

Adult Basic Learning Examination, (ABLE), Harcourt, Brace and World, Inc.

In most districts, recruiting is coordinated, and even carried on by local supervisors. Their efforts varied from calling local radio stations with spot ads to taking time out to speak before community and civic groups in an attempt to raise interest in ABE. Clearly, the enrollment level of the local program reflected the level of commitment of the local supervisor.

k. Counseling

The counseling effort within the local programs was assessed by the study team. ABE counseling personnel were found in nine of the districts visited but their function varied widely from district to district.

In some districts where counselors were used to administer tests, it was reported that they also were used to score and interpret test scores although the field analysts found little test score analysis available on the local level. Another function of some counselors was to interview individual students and to prepare a profile on each person including information regarding educational, family, and work experience. In systems with more highly developed programs, counselors became actively involved with the local community and had knowledge of community service agencies and the types of employment opportunities that were available locally.

There is a need to develop, as part of statewide guidelines for ABE, a definition of the role of an ABE counselor. For the most part, counselors are high school guidance counselors recruited from regular day school programs and in too many districts, the adult students are treated like high school students with the counselor failing to recognize the differences in his role.

l. Follow-up

Although the State plan clearly indicates, in Section 1.62-9, that "the local school system will provide some means of follow-up for adult basic education students after they leave the program," in only nine of the districts visited was there any indication of a follow-up procedure. A typical response was that the matter of follow-up was left to the personal initiative of the teachers. Several districts indicated that procedures were being instituted this year that would be the responsibility of the counselor. For the most part responses were vague and it appears that this is an area requiring careful attention in the statewide guidelines.

Those follow-up procedures that are followed vary. In one district a student is dropped from the attendance role and follow-up steps are taken after one month's absence. In another district the supervisor takes action after three sessions are missed. In some districts action takes the form of a telephone

call to the student, while in others fellow students are used to make personal visits to the absentee. One of the teachers interviewed, who was a housewife and had time available during the day, indicated that she made personal visits to the homes of students after they missed several of her classes. She showed a deep commitment to the ABE program and, it must be noted, that her response was unique.

In a number of districts, where counselors in cooperating programs such as WIN and Operation Mainstream were responsible for follow-up, there seemed to be little feedback to ABE personnel.

2. Teachers

The study staff conducted personal interviews with 51 teachers from the 17 local systems visited. The resulting data are presented to give a picture of those teachers who were observed in this study and do not necessarily reflect the characteristics of all ABE teachers in the State. Demographic information on teachers at the end of fiscal 1969 was made available by the DOE and reviewed by the study team. Another excellent source of information on ABE teachers in Maryland is a study conducted by Dr. Frank Snyder in 1968 entitled The Professional Needs of Adult Basic Education Teachers in the State of Maryland.

A comparison of Dr. Snyder's data with the data presented in this section indicates that the study sample was fairly representative of the total ABE teaching group in Maryland. However, there was a difference in their educational level as shown in Table 10, which indicates that 12 percent of those interviewed had no college degree. Dr. Snyder in his study of 168 teachers, which represented 79 percent of the ABE teachers employed in 1968, reports that 26 percent had no earned degree, 27 percent had no certification from any state, and 41 percent had no certification from the State of Maryland.^{3/} The data for this study were collected almost two years later, and it is likely that the teachers interviewed have a somewhat higher educational background than the total State group. There has also been an increased effort among supervisors to hire better qualified persons as ABE teachers.

^{3/} Snyder, Frank, The Professional Needs of Adult Basic Education Teachers in the State of Maryland (Ann Arbor, Michigan: University Microfilms, Inc.) 1968, Tables 7-9, pp. 95-97.

Table 10

**Educational Background of
Teachers Interviewed**

<u>Educational Level</u>	<u>Percent</u>
Total number	(51)
Total percent	100
Less than high school diploma	2
High school graduate	2
Some college	8
College graduate	61
Master's degree	27

Table 11 shows the length of residency in Maryland of the teachers interviewed and indicates that approximately half of the teachers have lived in the State for over 20 years.

Table 11

**Length of Residency in Maryland
of Teachers Interviewed**

<u>Length of Residency</u>	<u>Percent</u>
Total number	(51)
Total percent	100
Less than 1 year	6
1-3 years	10
4-6 years	16
7-10 years	6
11-20 years	14
Over 20 years	16
Lifetime	33

Table 12 shows the number of years the interviewees had taught in the last five years, exclusive of ABE. Approximately 80 percent had had some teaching experience and half had taught each of the five years.

Table 12
Number of Years Taught in Last Five Years
by Teachers Interviewed

<u>Years Taught in Last Five Years</u>	<u>Percent</u>
Total number	(51)
Total percent	100
No teaching experience	20
Less than 1 year	
1 year but less than 2 years	10
2 years but less than 3 years	10
3 years but less than 4 years	2
4 years but less than 5 years	10
5 years	49

Table 13 looks at the levels at which the 41 persons with teaching experience have taught. Almost 60 percent had their experience exclusively in the primary and elementary levels (kindergarten through grade six).

Table 13
Levels Taught During Past Five Years
by Teachers Interviewed

<u>Levels Taught</u>	<u>Percent</u>
Total number	(41)
Total percent	100
Primary (K-3)	12
Elementary (4-6)	32
Secondary (7-12)	29
College	2
Primary and elementary	15
Elementary and secondary	10

Tables 14 through 16 indicate the age, sex, and ethnicity of the teachers interviewed. Table 14 shows that while there is a fairly even distribution of teachers in the various age categories, most teachers are in the 30 to 39 age group. Approximately 54 percent of the teachers surveyed by Dr. Snyder were in the 31 to 45 age group.

Table 14
Age of Teachers Interviewed

Age	Percent
Total number	(51)
Total percent	100
20-29	24
30-39	37
40-49	25
50-59	10
Over 60	4

Table 15 shows that 55 percent of the teachers interviewed were women, while 72 percent of the teachers Dr. Snyder surveyed were women.

Table 15
Sex of Teachers Interviewed

Sex	Percent
Total number	(51)
Total percent	100
Male	45
Female	55

Table 16 shows that 63 percent were white, while 35 percent of those interviewed were black.

Table 16
Ethnicity of Teachers Interviewed

Ethnicity	Percent
Total number	(51)
Total percent	100
White	63
Black	35
Spanish surname	2

Although the question of what motivated teachers to participate in ABE programs was not formally posed in the interview guide, it was apparent, especially with teachers who were heads of households, that extra income was an important factor. Hourly gross rate of pay was tabulated and is shown in Table 17. Although different pay rates in relation to teaching experience have been established in some districts, the majority of ABE teachers in Maryland are paid \$5 or \$6 per hour.

Table 17

Hourly Rate of Pay of
Teachers Interviewed ..

Hourly Rate	Percent
Total number	(51)
Total percent	100
\$5.00-5.99	41
\$6.00-6.99	29
\$7.00-7.99	20
\$8.00	10

The study team sought to determine the extent to which volunteers or paid personnel were used in a paraprofessional role in local ABE programs. In only six of the districts visited was there any involvement on the paraprofessional level. In two districts these persons were volunteers, while in the remaining four they were paid. Both groups served as teachers' aides, providing tutoring and special help for students selected by the teacher as being in need of individual assistance. In all cases, the aides worked under the supervision of a regular ABE teacher. Considering the large number of persons in local communities who could serve as aides and the positive relationships which result from this increased community involvement, there should be greater effort on the local level to encourage this involvement.

3. Students

The study team met informally with individuals and groups of students wherever feasible. Opportunities for these discussions usually came toward the end of an observation session.

The study team sought to determine student assessment of the program and whether their original expectations regarding the program were being fulfilled. Almost all the students were complimentary and expressed satisfaction with the efforts being made by their teachers. However, there were complaints about the level of the work and the content of the courses that had been planned

for them. This was particularly true in programs where little effort had been made to group students by level of ability. In classes with wide ranges of academic ability, it was not uncommon for some students to complain because the work was either too difficult or too unchallenging.

A second problem, especially in rural areas, was transportation. Some students had to travel more than 10 miles to get to an evening class. In many cases, car pool arrangements are made to bring students to class. The illness or absence of a driver has an obvious effect on total class attendance and on the morale of students who are making an effort at self-improvement.

A few students in districts where newer materials intended for adult students were not available, stated that they were using materials and books that their children used in elementary school or that the material was simply childish.

A demographic picture of students participating in ABE programs over the past three years is shown in Table 18. The data for this table were derived from information gathered by the DOE for the United States Office of Education. It should be noted that the terms used in describing ethnicity are those required by the Federal government.

Table 18
Student Characteristics by Age, Sex, and
Ethnicity: 1967 to 1969

Characteristics	1967	1968	1969
Total	3, 973	4, 232	5, 943
Age			
18-34	1, 631	2, 139	2, 891
35-54	1, 846	1, 711	2, 313
55 and over	496	382	739
Sex			
Male	1, 377	1, 517	2, 189
Female	2, 596	2, 715	3, 754
Ethnicity			
Negro	2, 496	1, 952	2, 872
Caucasian	1, 328	1, 723	2, 336
Cuban-Puerto Rican	123	410	573
Oriental	24	87	92
Indian	2	2	26
Other	-	58	17

4. Sites

Most of the classes visited and observed were in public school buildings. These were usually in newer buildings with more than adequate heating, lighting, and ventilation. The only problems arose when elementary schools had been chosen as sites and the chairs and desks were inappropriate for adult use.

In addition to public schools, the following types of sites were used: hospitals; meeting rooms at government installations and government agency offices, particularly employment service offices; churches; neighborhood centers and clubs; meeting rooms in industrial plants; apartment houses; private homes; jails and detention centers; and libraries.

A number of problems were noted at sites other than public school buildings. At some nonschool sites there were maintenance and cleaning problems. Others had inadequate storage facilities. In one classroom, books, papers, and other teaching materials were kept in open cardboard boxes in a corner of the room. Although problems of this nature were not widespread, such evidence of lack of concern for the condition of those classrooms is bad for student morale and could easily be remedied.

In several districts teachers and students have devised systems for making coffee available during class or at a break in the session. This had a positive effect on these classes and provided an opportunity for students to socialize with each other and to have informal discussions with teachers. In all cases observed, the students cooperated in preparing the coffee and cleaning up before class ended. In a number of situations students were allowed to smoke in class or a smoking room was made available. These amenities enriched the experience for the students and heightened their interest in continuing in the program.

The data in Table 19, showing that about two-thirds of the classes were held in public schools over the past three years, were provided by the DOE.

Table 19

Location of ABE Classes: 1967-1969

Location	1967	1968	1969
Total	332	320	430
Public schools	211	216	277
Other	121	104	153

5. Funding

A problem which continues to handicap expansion of the ABE effort is the funding practice of the Federal government. On the Federal level, the tardiness of Congress in appropriating ABE funds has produced uncertainties on the local level and has discouraged planning for expansion. In some cases programs have closed down early in the spring term because local officials feared to overcommit themselves at a time of possible fiscal retrenchment.

In fact, in the past two years, the local districts have had to use their own funds until the third or fourth quarter of the fiscal year when they were apprised of the exact amount of financial support they would receive. This pattern of late funding has been so discouraging that any planning for expansion by local supervisors has been virtually eliminated.

All the supervisors interviewed on this question agreed that the Federal government should devise a fiscal program which would cover several years, thus allowing for planned expansion of ABE programs.

Several problems were also noted in the budget-making process. There were a number of inconsistencies in budget proposals for the current fiscal year. Several budget requests were so general in their explanation of program operations and gave so little detail concerning in-kind contributions that they had to be returned to local districts for additional documentation. In some cases, descriptions of class scheduling were hazy as was the justification for including certain personnel in the proposal. Local supervisors also objected to the requirement that they present the State office with copies of vouchers to document local spending. Many of these problems may be resolved by the increasing cooperation between personnel in the accounting unit of the Office of Fiscal Management and the adult education unit.

The distribution and expenditure of the Federal appropriation by the local systems in fiscal year 1969 is shown in Table 20. The local expenditures are also shown as a percent of the total expenditure of these funds throughout the State.

Table 20
Distribution and Expenditure of Federal Appropriation by
Local School System and
Local Expenditure as a Percent of the Statewide
Federal Expenditure for ABE in Fiscal Year 1969

Local School System	Dollars Appropriated ^{a/}	Dollars Expended ^{a/}	Expenditure of Federal Appropriation as a
			Percent of Statewide Total ^{b/}
Total	550,438	532,325	100.00
Allegany	23,206	21,285	4.00
Anne Arundel	30,500	30,591	5.75
Baltimore City	184,913	184,895	34.73
Baltimore	59,402	56,229	10.56
Calvert	5,979	5,838	1.10
Caroline	5,991	3,897	.73
Carroll	5,765	5,735	1.08
Cecil	6,936	6,421	1.21
Charles	15,000	17,002	3.19
Dorchester	9,581	8,223	1.54
Frederick	3,800	3,515	.66
Garrett	8,153	7,155	1.34
Harford	20,000	17,352	3.26
Howard	12,000	11,538	2.17
Kent	1,997	1,603	.30
Montgomery	70,000	69,993	13.15
Prince George	41,000	37,927	7.12
Queen Anne	2,151	1,899	.36
St. Mary	8,535	8,502	1.60
Somerset	2,845	2,845	.53
Talbot	1,309	841	.16
Washington	22,711	22,789	4.28
Wicomico	4,142	4,146	.78
Worcester	4,524	2,102	.39

^{a/} Rounded to nearest dollar.

^{b/} Percents figured before rounding of dollar amounts.

In Table 21 the local expenditure of Federal funds as a percent of the State total is compared with the number of functional illiterates residing in local districts as a percent of the functional illiterates Statewide.

Table 21

A Comparison of Percent of State Total of Functional Illiterates
Residing in Local School Systems with Percent of State Total
of Expenditure of Federal Appropriation in Local School Systems

Local School System	Number of Functional Illiterates as a Percent of Statewide Total	Expenditure of Federal Appropriation as a Percent of Statewide Total
Allegany	3.06	4.00
Anne Arundel	6.01	5.75
Baltimore City	40.31	34.73
Baltimore	12.83	10.56
Calvert	.75	1.10
Caroline	.96	.73
Carroll	2.72	1.08
Cecil	1.48	1.21
Charles	1.08	3.19
Dorchester	1.88	1.54
Frederick	3.58	.66
Garrett	1.11	1.34
Harford	2.29	3.26
Howard	1.22	2.17
Kent	.73	.30
Montgomery	3.45	13.15
Prince George	5.62	7.12
Queen Anne	.93	.36
St. Mary	1.01	1.60
Somerset	1.17	.53
Talbot	.96	.16
Washington	3.23	4.28
Wicomico	2.30	.78
Worcester	1.33	.39

Table 21 shows that, in all but the Montgomery and Baltimore City systems, the amounts of Federal monies expended in the systems across the State relates proportionately to the number of functional illiterates residing within those districts. On the other hand, data on participation showed that, while a disproportionately large amount of money was spent in Montgomery, a proportionately larger number of illiterate persons were being served in that district and a smaller proportion were being served in Baltimore in relation to the proportion of Federal money expended there.

a. Expenditure of Federal monies in terms of functional illiterates residing in Montgomery and Baltimore City districts - As Table 21 indicates, Montgomery County spent 13.15 percent of Maryland's Federal ABE money although only 3.45 percent of the functional illiterates in Maryland reside in the county. In Baltimore City, 34.73 percent of the Federal ABE money was spent locally, while 40.31 percent of the total number of functional illiterates in the State reside there.

b. Expenditure of Federal monies in terms of functional illiterates being served in Montgomery and Baltimore City districts - No verifiable figure for total cumulative student hours Statewide or for local systems was available. Thus it was not possible to arrive at an accurate cost per student hour on which to base comparisons among the districts on their effective use of money. However, based on data on the number of student participants, a raw figure which was available to the DOE, some comparison of the effectiveness of the programs can be made.

Of the 5,943, 1969 ABE participants, 921, or 15 percent, were served by Montgomery County, which expended about 13 percent of the funds. At the same time Baltimore served 1,520 residents, or 26 percent of the Statewide participants, with about 35 percent of the Maryland Federal ABE funds for that year. Thus, while Montgomery County received more and Baltimore less than an equitable share of Federal monies in relation to their proportion of functional illiterates in the State, the allocations may actually have been equitable in relation to the Statewide proportion of illiterates each served.

It should also be noted there were inadequate data on such variables as reading gains and other measures of academic achievement, and on job placement and retention, which are also significant when discussing efficient use of program monies. In conclusion, while there is some inequity in the distribution of Federal funds among the local systems, no definitive statement can be made regarding the effectiveness with which these funds are spent.

6. Instructional Activities

The types of activities carried on in the classroom and the varied quality of instruction were observed in 85 classroom sessions. The content of the lessons fell into subject areas which are normally part of the elementary school curriculum--the language arts, arithmetic, and social studies. In addition, some of the classes planned for foreign-born students taught English as a second language (ESL). The number of classes observed in each broad subject area was: language arts, 33 classes; arithmetic, 26 classes; social studies, 10 classes; ESL, 8 classes.

a. Language Arts

Of the 33 language arts classes, 14 offered reading instruction. In addition, language art classes included some of the following: writing skills; preparing letters; improving sentence structure; understanding parts of speech; correct usage; spelling; understanding prefixes, suffixes, homonyms, synonyms, and antonyms; listening and speaking skills; etc. The reading classes concentrated on silent or oral reading, usually followed by a discussion of sentence and paragraph meaning and the finding of the main thought of a paragraph. These classes were exercises in recitation, with real basic reading instruction in only three of the classes observed. In two classes, teachers worked with students on long and short vowel sounds and other basic reading skills. In a third, a tachistoscope was used to improve visual perception of students. These teachers obviously understood the reading process and were qualified to offer reading instruction. In the other reading classes, the experience did not seem particularly enriching for the students who seemed bored by the recitations.

In those classes involved in other phases of the language arts, there was a discouraging reliance on workbooks or mimeographed or dittoed worksheets to provide students with work at their desks.

b. Computational Skills

Classes in computational skills covered basic work with the fundamental processes, using fractions, proportions and percents, problem solving, consumer arithmetic, banking procedures, and some modern mathematics topics, such as identification of prime and composite numbers, factoring numbers into their prime factors using Eratosthenes' sieve, etc. In most classes there was a heavy reliance on standard duplicated worksheets.

c. Social Studies

Social studies classes placed much emphasis on current events. In one class, two foreign-born students led a class discussion on the educational process in their home country and compared it to the system of public education in America. In another, a class discussion centered on housing conditions in the local area and the problems involved in purchasing a private home. These class sessions, innovative in using students to lead the group, and relevant in the discussion on housing, held the students' interest and, more importantly, allowed for maximum participation by the students themselves.

d. English as a Second Language

The quality of the program in the eight ESL classes observed needed improvement in terms of teacher training, overall appreciation of the needs of non-English-speaking persons, and the development of suitable materials and techniques to meet these needs. Two classes consisted merely of students reading orally and being corrected by the teacher when they stumbled or hesitated on word pronunciations. Some teachers, however, did show an understanding of the unique problems involved in teaching English to foreign-born students by creating functional dialogues to provide students with meaningful practice in the use of English. In one of these classes a tape recorder was utilized to provide the students with an opportunity to hear themselves speak and to encourage continued practice in conversation and dialogue.

Although choral repetition and individual drill techniques were used in the classes observed, there was no indication of any structured or developmental sequence to language learning. In an ESL program the sequence of the learning experience should be listening, speaking repetition and practice, reading and writing with the emphasis on listening and speaking. Within this context, a variety of materials should be used. Units of activity should be short, centered around a single theme, and suited for conversational practice. Carefully prepared simulations and role-playing experiences are important techniques which should be used to provide students with meaningful practice in communication.

e. Instructional Television

The use of instructional television for ABE is a most promising development with high potential for upgrading ABE and ESL instruction throughout the State. The "Learning to Read" series in Baltimore and the development of the Maryland Center for Public Broadcasting has given Maryland a unique opportunity in terms of experience and facilities to develop new uses of the television media in ABE.

State personnel have already begun planning regarding the uses of television. During the past year, the DOE staff report that they have held 12 meetings with personnel from the Division of Instructional Television (ITV) to identify and plan those television services which will enhance the current ABE effort. Discussions have centered on: inservice training programs for teachers, including demonstration lessons and discussions by recognized experts in the field of adult education; regional meetings for teachers and supervisors via television; development of new recruitment techniques; development of service programs for students, i.e., job opportunities, consumer education, etc.

In addition, DOE personnel should explore the possibility of developing a series of ABE and ESL programs utilizing master teachers to present lessons of a general nature. These lessons, no more than 30 minutes in length, could be viewed by classes around the State at the beginning of each week as "springboards" to follow-up lessons to be taught by regular ABE teachers in the local districts.

The "Learning to Read" program, a joint effort of the Baltimore City schools and television station WBAL in Baltimore, has been in operation since 1960. Originally scheduled for two days per week, and expanded in 1965 to five 30-minute lessons weekly, the program is recorded on permanent tapes. The 10 years of experience of the television teacher, who is also an ABE supervisor with the Baltimore City public schools, must be viewed as an enormous asset in planning future uses of television. Student response to "Learning to Read" indicates that it has approximately 5,000 to 6,000 active viewers.

The study team viewed several "Learning to Read" programs and found that instructional material was presented in clear, simple terms. It makes extensive use of experience charts and seems topically oriented with subject matter related to the seasons and holidays of the year. Worksheets related to the programs scheduled each week are available to the viewers and are returned to the television teacher each week after being completed by home students.

There is a question whether the funding for "Learning to Read" should continue to flow through the Baltimore City school system. The program obviously serves persons outside of Baltimore who live within viewing range of WBAL. At the present, the money for the program, which is taken from the Baltimore City educational funds, is not available for direct instructional costs in the City ABE effort. Because the program has a Statewide impact, and considering the opportunities which now exist to combine this effort into a cooperative ABE-ITV operation, the study team recommends that the "Learning to Read" project should be funded as a special project of the DOE.

f. Teacher Effectiveness

In three-quarters of the classes observed, the study team felt that the students had a positive learning experience in spite of the fact that most of the lessons provided the student with disassociated cognitive growth rather than an in-depth sequential experience. Most teachers appeared to have an excellent rapport with their students, exhibited a great deal of understanding and patience, and for the most part, showed pedagogical competence and knowledge of subject matter. On the other hand, the lack of adequate curriculum guidelines contributes to the unstructured and fragmented presentation of content which does not necessarily reflect the students' needs.

7. Supervision

The lack of adequate local supervision is one of the most serious problems facing the total ABE effort in Maryland. Although one or more persons are assigned supervisory responsibilities in each district, the teachers indicated that very little supervision is actually carried out on the local level.

Questions on the nature of supervisory visits included: the number of visits made; whether the teacher received reports on these visits and if they were written or oral; what kind of postvisit conferences were held; and whether the teacher received assistance from the supervisor in lesson planning, use of materials, and dealing with academic or learning problems. Of the 51 teachers interviewed, 33 had taught ABE during the 1968-1969 school year. Of that number, 22 indicated that they had been visited by the local supervisor at least once. Table 22 shows the breakdown of the number of visits.

Table 22

Number of Supervisory Visits Per
Teacher, 1968-1969

Number of Visits	1	2	3	4	5	6 or More
Teachers visited	1	7	3	4	3	4

These visits were described in various ways. In some cases, the visits were administrative in nature, with the supervisor checking on the delivery of materials or just observing the attendance on a given evening. In other cases, the supervisor observed part of the lesson or discussed classroom activities or the program in general with the students. The practice of the study team was to observe an entire 30- to 45-minute class session. Many teachers indicated surprise at the length of time that observers stayed with the class and noted that they had never been observed by local supervisors for that length of time.

Teachers were questioned on the type of follow-up scheduled by supervisors after a visit. Of the 22 teachers who were visited by their supervisors last year, 17 noted that some type of postvisit conference was held. These meetings gave the teacher an opportunity to demonstrate and discuss the need for special materials or books with their supervisors but, in most cases, did not include an in-depth review of the lesson or any identification of the teacher's strengths or weaknesses in lesson development and presentation. In only one case did a teacher state that she had received a written report from her supervisor on the lesson which had been observed.

Teachers were asked to describe the kind of assistance received from their supervisor during the past year. Of the 33 persons who taught last year, 18 were able to describe certain help that had been offered and 15 could not give any examples of assistance. The responses on the types of assistance received were as follows: 11 teachers noted assistance regarding the availability of materials, two teachers were assisted in how to use some of the new materials, one noted help in planning course content for the year, two had been helped with student learning problems, two noted assistance with the testing program, and two teachers were given direct assistance in counseling problems with students.

The quality of local supervision is a matter which should receive immediate attention from both DOE staff and the local superintendents. Steps should be taken to bring persons into supervisory positions who have knowledge of supervision and a thorough understanding of ABE.

8. Preservice and Inservice Training

Preservice and inservice training experiences were discussed with all teachers. Thirty-seven teachers indicated that they had received no preservice training. Of the other 14, 12 took courses sponsored by the local school district while 2 teachers had participated in USOE training sessions, which seemed to have been the most meaningful experiences. One OE program was a two-week, 80-hour effort held in Washington, D.C. and the other was a three-week, 120-hour course held at North Carolina State University. The teachers who attended these sessions, which were long enough to permit an in-depth examination of ABE reflected the quality of the experience they had.

The preservice efforts on the local level, with the exception of one or two districts, seemed almost totally inadequate in contrast. The content of these local programs varied from district to district but for the most part it centered on discussions of new materials--and on their availability rather than with their strengths and usefulness. Some preservice efforts were nothing more than casual meetings with supervisors to review administrative functions.

Among the meaningful efforts made on the local level was one six-session, 18-hour training program which was devoted primarily to the teaching of reading to adults. This program was carried on during the summer Saturdays prior to the teacher's involvement as an ABE instructor. In another case, an eight-hour preservice session was devoted to discussions on group dynamics and student characteristics. Experts from within the local system and university personnel were used as consultants and session leaders.

On the question of inservice training, 33 of the teachers interviewed indicated that they had not received any training during their tenure as ABE instructors. Of those who had, 15 reported local training, 2 attended State workshops, and 1 was a participant in a national training program. Again, the national experience seems to have been the most meaningful one, while a five-day, 40-hour State workshop held at Morgan State College was a valuable experience for those teachers who attended. The workshop included discussions on programmed learning, teaching methods, use of audio-visual materials, and experiences with reading laboratory equipment. The majority of local inservice training programs were judged to be inadequate by both teachers and the study team. Much of what was reported by teachers as inservice training on the local level appeared to be general staff or faculty meetings held periodically by the local supervisor. These types of meetings were basically administrative in scope but did allow for some discussion of local problems associated with the ABE program. They did not appear to be structured or directed toward specific problems nor did the experience appear to have a positive impact on developing the teacher's effectiveness in the classroom.

In all of the districts visited, requests were made for agenda or other materials which had been used in inservice training programs. Only two local administrators were able to provide this material. A review of these two programs showed a high quality of effort. Agenda and other discussion outlines indicated a keen awareness of the problems involved in developing and improving the local ABE effort.

There are a number of reasons why quality inservice programs have not been more widely developed on the local level including the leadership available and the size of many of the local districts, since it is almost impossible to develop meaningful inservice programs for the small number of teachers involved. Unfortunately, it is these small districts that have the greatest need for training.

The study team feels strongly that the State must play an increased role in assisting local districts to develop preservice and inservice programs and that an attempt be made to group several districts together to provide training on a regional basis.

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